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HEARINGS



BEFORE

SUBCOMMITTEE

OF

U.S. Congress,

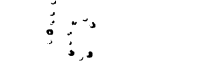
HOUSE COMMITTEE ON APPROPRIATIONS.

CONSISTING OF

MESSRS. FORNEY, DOCKERY, HOLMAN, HENDERSON
OF IOWA, AND DINGLEY,

IN CHARGE OF

LEGISLATIVE, EXECUTIVE, AND JUDICIAL
APPROPRIATION BILL FOR 1893.



WASHINGTON:
GOVERNMENT PRINTING OFFICE.
1892.

COMMITTEE ON APPROPRIATIONS,
Wednesday, April 20, 1892.

The subcommittee on the legislative, executive, and judicial appropriation bill met at 10:30 a.m., for the purpose of considering said bill. All of the members of said committee were present, Mr. Forney in the chair.

The CHAIRMAN. We will first examine the Commissioner of Customs or his deputy.

STATEMENT OF MR. H. A. LOCKWOOD, DEPUTY COMMISSIONER OF CUSTOMS.

The CHAIRMAN. We want to know whether the customs division can be abolished, and the duties be performed by the Commissioner of Customs and the appointment division.

Mr. LOCKWOOD. The duties of the custom division of the Secretary's office are entirely different from those of the Commissioner of Customs. The latter is an accounting officer; the customs division is an executive office.

The CHAIRMAN. Is not a great deal of work duplicated in those two offices?

Mr. LOCKWOOD. No, sir. The Secretary passes on all accounts. After judgments are rendered on the accounts they go to the First Auditor, for a statement, and then they come to us for final revision. We send them to the Register, for a warrant to be drawn.

Mr. HENDERSON. The customs division is immediately under the Secretary.

Mr. LOCKWOOD. Yes, sir; it has charge of all matters relating to rates of duty, etc.

The CHAIRMAN. We want to know whether the office of Commissioner of Customs, the appointment division, and the customs division duplicate any work.

Mr. LOCKWOOD. I can not see that they do. Our office is an accounting office.

The CHAIRMAN. We want your opinion and experience.

Mr. LOCKWOOD. From my experience, I should say both are necessary.

The CHAIRMAN. Does not the appointment division do some work that might be dispensed with?

Mr. LOCKWOOD. No, sir; that division makes appointments, and we pay the men after they are appointed.

The CHAIRMAN. Is not the principal work of the appointment division at this time confined to the customs service?

Mr. LOCKWOOD. Yes, sir.

The CHAIRMAN. Did not the Civil Service Commission take away, to some extent, the duties of the appointment division?

Mr. LOCKWOOD. It took away the duties of selection to a certain extent, but it did not take away appointments.

Mr. DINGLEY. Promotions are not taken away?

Mr. LOCKWOOD. Promotions are still with the Secretary. The chairman spoke particularly of original promotions.

The CHAIRMAN. Where do the original promotions to your office come from?

Mr. LOCKWOOD. The civil service rules are applicable to less than 50 per cent of our force. There is a large number of places of which the Secretary of the Treasury has the original appointment. There are light-house keepers, inspectors of boilers and hulls, and there is a large class of work besides that relating to customs. Not being in that division, I can not say positively as to the different items.

The CHAIRMAN. Have you not more clerks in your office than there is in that division?

Mr. LOCKWOOD. No, sir; we have less than there is in that division. Our office has never been increased.

The CHAIRMAN. Do you think you need all of the clerks you now have?

Mr. LOCKWOOD. We do.

Mr. DOCKERY. You are deputy commissioner of customs?

Mr. LOCKWOOD. I am.

Mr. DOCKERY. Who is the Commissioner?

Mr. LOCKWOOD. S. V. Holiday.

Mr. DOCKERY. Where is he?

Mr. LOCKWOOD. At present, he is in Pennsylvania.

Mr. DOCKERY. When did he leave the office?

Mr. LOCKWOOD. He went away at 10 o'clock yesterday. He may be back on Friday.

Mr. DOCKERY. How frequently is he absent?

Mr. LOCKWOOD. He is there most of the time.

Mr. DOCKERY. What part of the time is he absent?

Mr. LOCKWOOD. I have kept no account; he is absent but very little.

Mr. DOCKERY. When will he return?

Mr. LOCKWOOD. He told me that he might be back on Friday.

Mr. DOCKERY. I do not know that I understood your reply a moment ago to Gen. Forney, as my attention was for the moment diverted. Will you state, in a few words, the duties of the division of customs?

Mr. LOCKWOOD. That is not the division I am in. I would not like to make a statement about it, as I might make an error.

Mr. DOCKERY. Both of these officers are under the Secretary of the Treasury. Will you state the duties of the commissioners of customs?

Mr. HENDERSON. We have a Bureau of Customs, and this gentleman is the Deputy Commissioner of that Bureau. Then there is the division of customs, which is under the Secretary of the Treasury, and not under the Bureau of Customs.

Mr. DOCKERY. What are the functions of this Bureau of Customs?

Mr. LOCKWOOD. It is regulated by section 191 of the Revised Statutes. He has the same power over customs matters that the First Comptroller has over his work. He is practically a third comptroller.

Mr. DOCKERY. What does he do? Is he an appointing officer or an auditing officer?

Mr. LOCKWOOD. He is an accounting officer.

Mr. DOCKERY. What accounts does he audit?

Mr. LOCKWOOD. Those relating to the collection of revenue from customs, also light-houses, marine-hospital service, the Chinese immigration act, the collection of the immigration taxes, and a variety of other smaller matters.

Mr. DOCKERY. I notice in the force here two chiefs of divisions.

Mr. LOCKWOOD. There are two chiefs. One has charge of matters relating to the collectors' bonds, the refunding of duty, and the record books and files; the other has whole charge of the settlement of customs and the disbursement of accounts of collectors of customs.

Mr. DOCKERY. I notice the clerical force, which I will not enumerate. Are these clerks employed during office hours, and is their time entirely occupied in the discharge of their duties?

Mr. LOCKWOOD. It is.

Mr. DOCKERY. Are any of these clerks below a fair standard of efficiency?

Mr. LOCKWOOD. I think not; they are pretty efficient. We have got a good set of clerks.

Mr. DOCKERY. Are you up with the current work of your office?

Mr. LOCKWOOD. Yes, sir; we keep the work pretty well in hand. Occasionally it gets behind, but by making extra efforts we pull it up. It is a staggering load; but by hard work and constant attention we manage to keep up. It does require hard work with our force to do that.

The CHAIRMAN. Our object is to see if we can not abolish or dispense with the division of customs. Suppose we take the work of that division and turn it over to the Commissioner of Customs and the appointment division, would that be advisable?

Mr. LOCKWOOD. I am hardly competent to answer that.

The CHAIRMAN. From your experience down there, after your long service, would you say that that could not be done?

Mr. LOCKWOOD. I do not think it would work well.

STATEMENT OF OLIVER L. SPAULDING, ASSISTANT SECRETARY OF THE TREASURY.

The CHAIRMAN. We desire to know whether the customs division can be abolished and the duties be performed by the Commissioner of Customs and the appointment division?

Secretary SPAULDING. I do not think it can be done. I think it would be very unwise. It would be a very unwise thing to do, and it would cripple the entire customs business of the Department.

The CHAIRMAN. We have got it into our heads that there is a good deal of work duplicated. I thought you could dispense with the duplicated work.

Secretary SPAULDING. I am not aware of where it is, and I do not think there is any. I would be glad to have it pointed out. While all of the divisions are important, this division is one of the most important of the Treasury Department. It is the division which has charge of the collection of the revenues of this Government, which has the major part of the revenue, being more than one-half of the entire amount.

The CHAIRMAN. Do you think the work done in the division of customs might be transferred to the Commissioner of Customs and the appointment division?

Secretary SPAULDING. I do not see how it could be done. I suppose it is possible to do anything, but it would cripple the administration of the Department.

Mr. DOCKERY. What are the duties of the division of customs?

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Secretary SPAULDING. It has entire charge of the collection of the customs revenues. All matters of administration connected with the customs revenues are passed upon there.

Mr. DOCKERY. That is the executive branch of this Department?

Secretary SPAULDING. Yes, sir.

Mr. DOCKERY. And the Commissioner of Customs is at the head of the auditing branch?

Secretary SPAULDING. He is practically a comptroller. It is an auditing office. I came here to represent it this morning.

Mr. DOCKERY. Do you know whether the division is up with the current work?

Secretary SPAULDING. It is not.

Mr. DOCKERY. Do you know how far behind it is?

Secretary SPAULDING. I can not tell how far behind it is. The chief of the division is in New York to-day on official business, so I am here in his stead. The assistant chief says that they are considerably behind, but just how far I can not tell.

Mr. DOCKERY. You are not able to state?

Secretary SPAULDING. I know it is chronic to be behind in that division, in spite of the very hard and earnest work.

Mr. DOCKERY. Do you know whether it is as far behind as it has been in former years?

Secretary SPAULDING. No, sir; it is not for this reason; that under the administrative act the classification of merchandise, which formerly came there, is now passed upon by the Board of General Appraisers. But after they have passed upon it a considerable portion of their work comes to us; and though the work is decreased we do have a considerable increase of work growing out of the fact of the passage of the new tariff law, which provides additional drawbacks; that is, drawbacks on articles composed in part of foreign material, which is now allowed to be imported free when the material goes into manufactures, if that fact can be ascertained. That imposes a large amount of additional work; and it is work of the utmost importance. It accordingly either takes away or retains millions of dollars in the Treasury.

Mr. DOCKERY. Are you familiar with the personnel of this force so as to be able to say whether or not any of it is, by reason of age or other cause, below a fair standard of efficiency?

Secretary SPAULDING. I do not think any of it is. I know some of the leading clerks—men who have charge of the correspondence, and who pass upon questions of law, and other expert questions—and I know them to be valuable men; men who have grown up in the business, from being there for many years, and who have absorbed information from day to day.

Mr. DOCKERY. By reason of the administrative act passed last Congress, were additional duties imposed on this division?

Secretary SPAULDING. Certain additional duties were imposed and certain duties have been taken off.

Mr. DOCKERY. Is there any increase of work?

Secretary SPAULDING. No; there is a decrease of work. Take it altogether, there is a decrease of work.

Mr. DOCKERY. Has there been a reduction of the work of this division?

Secretary SPAULDING. There is some reduction.

Mr. DOCKERY. Will you please explain, as a matter of information, the occasion of the reduction and to what extent it has been reduced?

Secretary SPAULDING. The occasion of the reduction is that under the old law all appeals from collectors on classification came to the Department to be passed upon. Now appeals from the collectors go to the Board of General Appraisers of New York, and so come to us after being sifted through that Board of Appraisers. More business does not come to us primarily, as many of the cases are simply filed; but all have to be examined to see if we should take appeals. The classification labor has been largely reduced. On the other hand, the new law provides for drawbacks on imported material that goes into manufactures, if it can be identified.

Mr. DOCKERY. But the net result is to decrease the work of this division?

Secretary SPAULDING. Yes, sir.

Mr. DOCKERY. Does that decrease the amount to enough to warrant a reduction of the force?

Secretary SPAULDING. In my judgment it does not. For a part of the time we were months and months behind. We are not up now; but we are nearer up than we used to be.

Mr. DOCKERY. I wish you would have the chief of the division indicate the status of the work.

Secretary SPAULDING. I will if you will bear with me until Mr. Comstock returns.

The CHAIRMAN. Has the Department been relieved much by this appraisers' act?

Secretary SPAULDING. It has been relieved to the extent which I have suggested;

that of appeals on classifications, which do not now come to the Department, except as they are filtered through the board of general appraisers. There is very much less of that work now, but I can not tell how much less. The Department has been relieved to a considerable extent in that feature, but the work has been increased, as I say, in other directions.

I would be glad to leave with the committee a list of the clerks in the customs division, and it will be seen from the list that of the clerks assigned to that division four of them are detailed in other divisions, and we have from other divisions six to enable us to keep up the work.

The Secretary submitted the following paper.

Customs Division. (Appropriation, 26 Statutes, page 917.)

Name.	Class.	Salary.	Remarks.
John M. Comstock.....	Chief.....	\$2,750	General supervision and decision of cases.
Andrew Johnson.....	Assistant Chief.....	2,000	Correspondence.
James Bell.....	Fourth.....	1,800	Record books.
S. N. Buynitsky.....	do.....	1,800	Correspondence.
Henry S. Hall.....	Third.....	1,600	Do.
James W. Swank.....	do.....	1,600	Do.
D. B. MacLeod*.....	Second.....	1,400	Detailed to warrant division.
E. C. Robinson*.....	do.....	1,400	Detailed to Secretary.
Miss M. M. Butler.....	First.....	1,200	Record books.
Miss M. C. Hayden.....	do.....	1,200	Mail clerk.
Mrs. F. M. Richardson*.....	E.....	1,000	Detailed to navigation division.
Miss J. Sanders.....	E.....	1,000	Typewriter.
Miss K. R. Pike.....	D.....	900	Do.
Miss A. E. Wilson.....	D.....	900	Copyist.
Austin Gray*.....	B.....	700	Detailed to Assistant Secretary.
F. E. Griswold.....	B.....	720	Messenger.
Amount appropriated current year.....		\$21,990	

*Not on duty in customs division.

Detailed from other offices and divisions.

Name.	Office detailed from.	Class.	Salary.	Remarks.
W. P. Freeman.....	Superintendent's office.....	Fourth.....	\$1,800	Correspondence.
George Koehler.....	Miscellaneous division.....	First.....	1,200	Do.
Miss H. G. Fracker.....	Second Auditor's office.....	do.....	1,200	Stenographer.
Miss N. F. Warner.....	Warrants and appropriation division.....	do.....	1,200	Do.
Mrs. A. G. Adams.....	Navigation Bureau.....	D.....	900	Copyist.
Walter Dayton.....	Secret service division.....	B.....	720	Messenger.

Mr. DINGLEY. This is a division that necessarily requires experts to a large extent? Secretary SPAULDING. It requires experts and also men who are a good deal versed in customs law.

Mr. DINGLEY. And that, of course, is the reason why there are so many clerks who are advanced in years, and, therefore, have had more experience; and more experience is essential to the administration of the office?

Secretary SPAULDING. Yes, sir; there are none of those who are not thoroughly efficient. In the list the remarks in the last column indicate that these clerks are engaged upon correspondence, but that is something more than mere correspondence. The chief assigns to these clerks certain cases with legal aspects. They have to investigate those cases, and when they have written letters the letters go to the chief and afterwards are reviewed by me. We are compelled to have expert men.

Mr. HENDERSON. They are practically examiners, who examine the cases, write opinions, and submit them to the chief, and he submits them to you?

Secretary SPAULDING. Yes, sir; very many of those are intricate questions concerning customs. We have not had help enough, so we have to have assistance detailed from elsewhere.

Mr. DINGLEY. The clerks that are estimated for are really not sufficient to keep the work up and you have some detailed from other divisions?

Secretary SPAULDING. Yes, sir; to keep up to where we are now.

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Mr. DINGLEY. I understand you to say that four of them have been detailed from this division to another bureau, and six have been detailed from other bureaus to this, making a net increase of two?

Mr. HENDERSON. That is necessary.

Secretary SPAULDING. That is the case. Occasionally some people in one division are of little use, whereas in another division they would be valuable. Transfers are necessary for effective work.

The CHAIRMAN. We want to ask you about the miscellaneous division, page 33. We want to know whether that miscellaneous division can be abolished and the duties transferred to some other division.

Secretary SPAULDING. I am not prepared to say positively; but I think it is one of the divisions that, perhaps, could be spared as well as any—if any is to be spared. The miscellaneous division is a division which does not come directly under me. I am not prepared to tell you anything about that division, or, at least, not so much as I can about some other divisions.

Mr. DOCKERY. Who has charge of that?

Secretary SPAULDING. General Nettleton.

Mr. DOCKERY. I want to know whether you have knowledge of any division under your control where the clerical force is in excess of the actual needs of the service or where any salary or salaries are in excess of a just and adequate compensation.

Secretary SPAULDING. I do not know of any division where we have an excess of clerks or where they are excessively paid. On the other hand, the business in our division is on the increase and our force is worked very hard.

Mr. DOCKERY. Are you acquainted with the personnel of the force in the various divisions under your control?

Secretary SPAULDING. I cannot say that I have intimate knowledge of it; I have, in a general way, knowledge of the work as it comes to me through the chiefs.

Mr. DOCKERY. You have not sufficient information to enable you to say whether or not there are any clerks in any of the divisions below a fair standard of efficiency?

Secretary SPAULDING. I can not say. There may be individual cases of which I do not know.

Mr. DOCKERY. As I understand, you have no suggestions to make to the committee in the line of a reduction of force that could be made without detriment to the public service.

Secretary SPAULDING. No, sir; I have not. I am strongly of the opinion that we can not decrease the force any without crippling the service.

Mr. DINGLEY. Is there any division that comes under your immediate superintendence where the public service is suffering for want of sufficient force and where the work is running behind because of insufficient clerical help?

Secretary SPAULDING. There is scarcely a division in which the work is not behind. We are never fully up all the time; but in many cases, by extra effort, at times the work is brought fairly well up.

Mr. DOCKERY. How many hours each day do the clerks in the divisions under your immediate control work?

Secretary SPAULDING. They work from 9 a. m. to 4 p. m.

Mr. DOCKERY. Without intermission?

Secretary SPAULDING. With the intermission at noon, for lunch, of half an hour. Under the present regulations they are obliged to be there promptly at 9 o'clock, stay until 4, and work all the time. There is a system of marking in the Department.

Mr. DOCKERY. How many clerks have you under your control?

Secretary SPAULDING. I am unable to say.

Mr. HENDERSON. With reference to this new system of marking, how does that work?

Secretary SPAULDING. It has not been in operation long enough to say; but I think it is going to work well. It takes a little time to get it running smoothly.

Mr. HENDERSON. As to this new system of marking, I have understood (not as to the Treasury, but I have heard as to some other Departments) that it is embarrassing the chiefs of divisions to rate the standing of their clerks, and that there is a tendency among chiefs to adopt a percentage of, say, 90, and give all in that division 90 per cent. Another chief will run it at 95 per cent, and others at 85 per cent, so that if one chief who is rather liberally disposed should run it at, say, 95 per cent, and another, a little more conservative, should make it 90, would it not operate as a discrimination against clerks who are rated at only 90 per cent? Is it not full of embarrassment to the chief and unjust to the force in that respect?

Secretary SPAULDING. It is full of embarrassment to the chief, and some clerks may be treated unfairly while others may be rated better than they ought to be; but it is a new system, and we are in hopes that experience and a little time will enable us to work it out so that it may be satisfactory.

Mr. DOCKERY. When was that system inaugurated?

Secretary SPAULDING. It was expected to have taken effect on the 1st of January; but it did not get into operation until the first of February.

Mr. DOCKERY. You have stated that you did not have an intimate knowledge, but as far as you know there is no clerk under your control that is below a fair standard of efficiency?

Secretary SPAULDING. No, sir.

Mr. DOCKERY. Will you state to the committee how, or by what system, you are enabled to determine a standard of efficiency in any bureau?

Secretary SPAULDING. So far as I am concerned personally, I am not able to state it, except in a general way, as the work comes to me as reported by the chiefs. I know nothing of the personnel, in detail, of the various divisions.

Mr. DOCKERY. How do these chiefs establish a standard of efficiency?

Secretary SPAULDING. I cannot tell you. That is what we are trying to work out now. The Secretary of the Treasury, last week, had a meeting of the heads of bureaus and chiefs in his office, in reference to this new system.

Mr. DOCKERY. Suppose a clerk were given a certain duty and to discharge that duty efficiently he required three days, and another clerk should be assigned to exactly the same work, and he should perform the duty in one day—as between those two clerks, would you say that the one that required three days was as efficient as the one who did it in one day?

Secretary SPAULDING. I should not.

Mr. DOCKERY. I use this illustration to get at the idea I had in mind. In determining a question of efficiency do you know whether the element of time is taken into consideration by the different chiefs?

Secretary SPAULDING. I do not. I assume, however, it is; but I have not had any conference with them on that subject. Some of these gentlemen here are in charge of that marking system, and can give you that information.

Mr. DOCKERY. I notice this, because we have one Bureau of the Government (and I intend no disparagement to any other Department) in which, by a well regulated system involving the element of time, a standard of efficiency has been established, so that the very best results have been reached.

Mr. HENDERSON. To what Bureau do you refer?

Mr. DOCKERY. I refer to the record and pension division of the War Department, under charge of Maj. Ainsworth. In that Bureau in order to determine what a clerk ought to do in a given time, the chief selects sample cases and assigns the work to a certain number of clerks, and by the average result, including the element of time, he is able to determine what a clerk ought to do (to the Secretary). But, so far as you know, no system of that kind has been inaugurated in your Department?

Secretary SPAULDING. No, sir; I presume the chiefs have considered that element; but I do not know.

Mr. HENDERSON. I presume that clerk A and clerk B might be assigned to a certain class of work where clerk A would do it better than clerk B, and in another class of work clerk B would perform it quicker than clerk A.

Mr. DOCKERY. That question involves different kinds of work. My interrogatory went simply to the same kind or class of work.

Mr. HENDERSON. There is a variety of work. You can not gauge it by one particular piece of work. In Maj. Ainsworth's division it is all one class of work.

Secretary SPAULDING. That is true.

Mr. DINGLEY. Is that system of marking adopted with a view of having more definite information as to the capacity of each clerk for the purpose of promotion, reduction, or otherwise, as the case may be?

Secretary SPAULDING. Yes, sir; that is one purpose of it.

Mr. DINGLEY. Does the Department reduce clerks for inefficiency, in consequence of that test?

Secretary SPAULDING. I can not say that they do or have done it, as yet, for the present system has been in force hardly long enough to reach that method. There may be instances where it has been done, but I am not aware of any. The matter of appointments does not come to me, and I can not speak of them.

Mr. DINGLEY. I want to ascertain what practical use was being made of this system, and whether or not any promotions or reductions were being made under it. I suppose Gen. Nettleton would know that.

Secretary SPAULDING. Yes, sir.

Mr. DOCKERY. Is this system in operation in other Departments than the Treasury?

Secretary SPAULDING. I suppose it is. It is in operation in the Interior Department.

Mr. HENDERSON. It is in operation in the Coast and Geodetic Survey and in other places. Another object of that is to stimulate clerks to more exertion.

Secretary SPAULDING. That has been the result.

Mr. HENDERSON. They are better in attendance and give closer application to their work.

Secretary SPAULDING. Undoubtedly; the tendency is to make them more prompt.

STATEMENT OF DANIEL MACAULEY, CHIEF OF THE APPOINTMENT DIVISION OF THE TREASURY DEPARTMENT.

The CHAIRMAN. We want to know whether the customs division, in your opinion, can be abolished and the duties be performed by the Commissioner of Customs?

Mr. MACAULEY. I could not give the slightest expression of opinion about it, as I know nothing of the duties.

The CHAIRMAN. Is not your force at this time larger than is necessary?

Mr. MACAULEY. No, sir. I have a list here with all the duties.

The CHAIRMAN. Has not the Civil Service Commission relieved you of a great deal of the duties of your office?

Mr. MACAULEY. It has; but I will state that that is the smallest part of the duties of the office. It is really a misnomer. We have a miscellaneous division. Still, in the matter of appointments, there is a very great deal to do even yet.

Mr. DOCKERY. Please state concisely what they are?

Mr. MACAULEY. I think it is a little interesting. I will state that there is hardly a letter written by any of the four Secretaries that is not prepared in our office. All letters in reference to dismissals or service in any manner is recorded and passed over our tables in this office. It is an exceedingly busy office.

Mr. Macauley here read the following paper:

Regular force of the division of appointments.

One chief of division, Daniel Macauley	\$2, 750
One assistant chief of division, Rose	2, 000
One clerk of class four, Fitzpatrick	1, 800
Four clerks of class three, Thornett Ruffin, Dickinson, Munson (each).....	1, 600
Two clerks of class two, Miss De Mowbray, Miss Brigham (each).....	1, 400
One clerk, Alston	1, 000
Two clerks, Henney, Butler, (each).....	900
Two copyists, Vining, Wilbur (each)	840
One assistant messenger, Utter.....	720
One laborer, Johnson	660

Clerks detailed from appointment division.—One clerk class 2 to Bureau of Navigation, Miss Brigham; one copyist, \$840, to office of Internal Revenue, Wilbur.

Clerks detailed to appointment division.—One clerk class 1 from Second Auditor's Office, Miss Wieber; one clerk class 1 from office of Internal Revenue, Williams; one clerk of class 1 from office of the Commissioner of Customs, Butterfield; one clerk class 1 from special agents division, Barrington.

Duties of employés, appointment division, Treasury Department.

No. 1. Departmental service.—One clerk class 4 (Fitzpatrick), one clerk class 2 (Miss de Mowbray), and one clerk class 1 (Miss Wilber), detailed from Second Auditor's Office.

The duties of the clerks in charge of the departmental service embrace all matters pertaining to appointments, removals, resignations, transfers, promotions, reductions, etc., of officers, clerks, and employés under the supervision and control, direct or indirect, of the Secretary of the Treasury, and who perform service in the city of Washington; the checking and approving all payrolls and pay accounts of said employés; keeping of the time record and granting leave of absence, also all matters pertaining to the personnel of the Department at Washington.

No. 2.—Customs service.—One clerk class 3 (Hornett), one clerk \$900 (Henney), and one clerk of class 1 (Barrington), detailed from the division of special agents.

The duties of the clerks in charge of the customs service embrace all matters pertaining to the officers, clerks, and employés who are under the supervision and control, direct or indirect, of the Secretary of the Treasury, and who perform service in collecting the revenue from customs; also the immigration service and the Chinese inspection service.

No. 3.—Internal Revenue Service.—One clerk class 3 (Dickinson).

The duties of the clerk in charge of the Internal Revenue Service embrace all matters pertaining to the officers, clerks, and employés who are under the supervision and control, direct or indirect, of the Secretary of the Treasury, employed in the following services: Internal-Revenue, Life-Saving, Light-House, Marine-Hospital, and Revenue-Marine.

No. 4.—Estimates and expenditures.—One clerk class 3 (Ruffin); one clerk class 1 (Williams) detailed from the office of Internal Revenue, and one clerk class 1 (Butterfield) detailed from the office of Commissioner of Customs.

The duties of the clerks in charge of the estimates and expenditures desks embrace the receiving, preparing, keeping, and furnishing of all data in relation to estimates and expenditures for personal and contingent expenses from the customs appropriations, appointments, etc., in the subtreasuries, Steamboat Inspection Service, add of the principal officers in the Mint service.

No. 5.—Assistant custodian and janitor service.—One clerk class 3 (Munson),

The duties of the clerk in charge of the assistant custodian and janitor service embrace all matters pertaining to the officers, clerks, and employes who are under the supervision and control, direct or indirect, of the Secretary of the Treasury, and who perform service payable out of the appropriation "Pay of assistant custodian and janitors." The verification and approving all pay rolls of that service.

No. 6. Mail service.—One clerk, \$1,000 (Alston), and one clerk, \$900 (Butler).

The duties of the clerks in charge of this subdivision embrace the receiving, entering, recording, distributing, filing, and custody of all the official matter which by direction of the Secretary of the Treasury is placed under the supervision and control of the division of appointments.

No. 7. Copying.—One copyist at \$840 (Vining). This copyist is engaged in copying into permanent records the official correspondence of the division of appointments.

Continuing: This miscellaneous division, notwithstanding the Civil Service, has taken from the Department much of the burden of appointment. Still, it takes about as long to tell people that it is not the proper place to apply for appointments as to deal with them if it were the proper place. We have the applications all the same.

Mr. DOCKERY. You speak of these additional duties that are not properly indicated by the title of your bureau. When were these assigned to you?

Mr. MACAULEY. I have been there only eight months, and I found them when I came in.

Mr. DOCKERY. When were these duties assigned?

Mr. MACAULEY. They were assigned gradually, in the course of years. I do not know when they all came finally. I fancy that the matter of immigration must have come recently, as that is new.

Mr. DOCKERY. What duties are performed now that were not performed in that bureau in 1886?

Mr. MACAULEY. I could not give that, and I would have to get it from the older clerks.

Mr. DOCKERY. The object of my question is to determine the time, as nearly as may be, when these additional duties were assigned to this division, it being conceded that your duties were lessened by reason of the operation of the civil-service law.

Mr. MACAULEY. I could not give it, except in those cases of immigration law and the Chinese act, which, I think, must have come in recently. I am not able to say how long the other business has been in the bureau.

Mr. DOCKERY. Except as to those, you do not know whether the present duties were performed by that bureau in 1885 or 1886?

Mr. MACAULEY. No, sir. We are employing the marking system. We require the clerks to work from 9 to 4 and to always keep up their work, no matter how many hours they require.

Mr. DOCKERY. Were not the duties formerly limited to appointments?

Mr. MACAULEY. I think they must have been.

Mr. DOCKERY. Will you kindly send the committee a statement showing when additional duties, other than appointments, were devolved upon you?

Mr. MACAULEY. If a later hearing could be given, I would furnish it.

Mr. DOCKERY. We want to ascertain whether these duties were performed when the appointments were made by the Bureau without regard to the civil service.

Mr. MACAULEY. I could not give you an approximate idea, even, of that. I think the appointment clerk really had appointments placed upon him.

Mr. HENDERSON. Do I understand the general force work overtime?

Mr. MACAULEY. Yes, sir.

Mr. HENDERSON. And do they respond to that cheerfully?

Mr. MACAULEY. They do, without hesitancy. They always have, even on Sundays; and they work earnestly.

Mr. HENDERSON. Has the general growth of the country had any effect on the work of your office?

Mr. MACAULEY. It must have had a very great effect.

Mr. DINGLEY. Referring to this system of marking which has been adopted, do you know whether regard has been paid to that in promotions?

Mr. MACAULEY. Yes, sir; some of the divisions and the bureaus are not yet under the operation of this new order simply because they could not so rapidly be embraced in it.

Mr. DINGLEY. Promotions are made on the recommendations of chiefs?

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Mr. MACAULEY. Yes, sir. When the examining officer has a vacancy he calls on the chief for recommendation, and a recommendation is made of the man standing highest on the list, which the markings have already developed. Promotions, however, are not permitted to be made from one division to another, and it does not make much difference whether one division marks higher than another division.

Mr. DINGLEY. Are reductions sometimes made under this system?

Mr. MACAULEY. I do not think reductions have yet been made from these markings.

Mr. DINGLEY. Are reductions made, as a matter of fact?

Mr. MACAULEY. O, yes; there have been, but very few; not more than half a dozen in eight months.

Mr. DINGLEY. Are reductions made on account of demerit?

Mr. MACAULEY. Yes, sir; and by recommendations of chiefs, whereby, probably, they expect to get a better man.

Mr. HENDERSON. The chiefs of divisions do not come under the civil service?

Mr. MACAULEY. No, sir.

Mr. DINGLEY. I do not refer to chiefs.

Mr. MACAULEY. All are under the civil service, down to about \$900.

Mr. HENDERSON. In this matter of marking is it not a very embarrassing and difficult thing for the chief of a division to make discriminations in marking his force, and is not the tendency to force the chief to adopt a uniform scale of marking for his division.

Mr. MACAULEY. Yes, sir; there is no doubt that it would be an improvement if the marking could be done by some central authority, rather than by the chiefs of divisions throughout the departments. Occasionally questions are arising in reference to that, and the Secretary called a meeting within the last week of all the chiefs of divisions and chiefs of bureaus, and the very points suggested—the difficulty of uniform markings—was endeavored to be cured. One chief would mark up to 100 (of course, that is absurd) and another would take start at 85 or 90. The object was to secure uniform results by all the chiefs, and they were requested to make a report, with suggestions, to the examining officer. Most of them have done so; and when that is done, there will then be issued further orders as to a better method. It has accomplished one exceedingly important thing, and that is, it has increased punctuality in attendance.

Mr. HENDERSON. Is not that the chief virtue of it?

Mr. MACAULEY. It is a very large one.

Mr. HENDERSON. If, as is the case in some departments, the first month's marking was the same for all clerks, would not it act as a discrimination against the better clerks?

Mr. MACAULEY. Yes, sir; the poorer would be marked up with the better.

Mr. HENDERSON. What is your opinion as to this point? Is it not safer, for the purpose of promotions, to leave the chiefs to judge of the personal character and general conduct of their force, with a view to recommendation?

Mr. MACAULEY. That is all the chiefs now are required to do. The clerk keeps his own record, as he signs his name, giving the exact time of his arrival in the office, the time of his going to and returning from lunch, and the time of his leaving. I happen to have, I think, one of the best divisions in the Department. I never saw a better set of workers in my life. They are willing and earnest in their work. I have not one clerk that I would care to let go. I have a copyist who is not the very best. He is a \$900 clerk, and probably up to his salary. We are in sight of closing our work within a few days or a week. Now and then one clerk might not catch up with his work, and in that case he stays after hours. I do not care what the hours are; I order them to keep up with their work. Now and then it is more or less easy to do that.

Mr. DOCKERY. Do I understand you to say that there are divisions in which the chief gives the same rating to all the force?

Mr. MACAULEY. Hardly that. There are divisions that were marked up as high as 100. That was too liberal, and it was stated that the fear was that others were marked too low. There was no uniform system of marking, but there was a maximum, and if it was to be any less nobody knew of it.

Mr. DOCKERY. Is there any division in which there is, substantially, the same rating for all the clerks?

Mr. MACAULEY. If there is I do not know of it.

Mr. DOCKERY. In such an event, would it not necessarily involve either inefficiency or partiality on the part of the chief?

Mr. MACAULEY. Partly inefficiency, partly partiality, and partly the inefficiency in the system, which I do not quite understand. The system seems to have come to stay, and is probably good.

Mr. DOCKERY. What is the basis of the marking? Does the element of time enter into the percentage or how does the chief determine the percentage?

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Mr. MACAULEY. It is a complicated order. I would suggest to the committee that the gentlemen who are the examiners in the office be called on for the details of this civil service bill. I have said that the man did not live who understood the civil service. I find so many opinions upon that, that I would like to have you call upon those better posted than myself, or better than I can ever hope to be. We have two men, Messrs. Ross and Fitzpatrick, who have been there for from ten to fifteen years. They are two of the brightest men in the Department. They are sought by other Departments for opinions in reference to the civil service, and they are nearly always right. I simply turn to them when I am stuck.

Mr. DOCKERY. Upon what basis were promotions made prior to the inauguration of this system?

Mr. MACAULEY. They were made upon recommendations of chiefs of divisions in the Secretary's office. Those recommendations were hardly ever rejected, but the Secretary has frequently made appointments regardless of recommendations.

Mr. DOCKERY. Do you know whether political considerations ever entered into or determined promotions?

Mr. MACAULEY. I could not tell you.

Mr. Macauley furnished the following letter for publication with his remarks:

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., April 20, 1892.

Hon. A. M. DOCKERY,
House of Representatives:

SIR: In answer to your verbal inquiry of to-day, I have the honor to state that the Chinese inspection service and the immigration service were placed under the division of appointments, the former in October 1888 and the latter in December 1888; the Bureau of Engraving and Printing and the Coast and Geodetic Survey in 1885; the Internal Revenue Service in 1880.

In all of the following named Bureaus and Services of this Department the appointments, removals, etc., of all employes, and all charges against, and changes in, the force have been under the control of the division of appointments since the division was organized in 1872, or thereabouts:

The Department proper.—Secretary's office and all divisions thereof; Mint Bureau; Marine-Hospital Service in Washington; Steamboat Inspection Service; Secret Service; Bureau of Statistics; Life-Saving Service Bureau; Light-House Board; Supervising Architect's office; First and Second Comptroller's offices; Comptroller of Currency's office; Commissioner of Customs' office; the six Auditors' offices; the Treasurer's office; the Register's office; Office of Internal Revenue; Bureau of Navigation (since its organization in July, 1885).

Outside services.—The whole customs service, the subtreasuries, mint service, Revenue-Marine Service, Light-House Service, Life-Saving Service, Marine-Hospital Service, assistant custodian and janitor's service, steamboat-inspection service, United States shipping commissioners, rag-inspection service.

In connection with our conversation regarding appointments since the Civil-Service Commission was organized, I beg leave to say that instead of decreasing the work in the division it has largely increased it.

Before civil-service rules were applied, when an appointment was made in the Department, one letter was sufficient, while now, under the rules in force, eight letters are required before an appointment becomes permanent.

The old system of application and appointment was merely a personal tax upon the chief of the appointment division and not upon the division itself.

Another item to which I desire to call your attention is, that all communications and applications are now replied to, whereas, up to a year or two ago, only such as were considered as of sufficient importance, received an acknowledgment.

When the vast number of letters received is considered, it can well be seen how much time is consumed in acknowledging their receipt.

While the business of this division has increased very largely within the last ten years, the following statement shows that there has been no increase in force.

The force employed, including detailed clerks, has been as follows:

In 1881.....	20	In 1883.....	18
In 1885.....	19	In 1887.....	17
In 1889.....	25	In 1891.....	21
In 1892.....	19		

In addition to the letters before referred to, which are written in the cases of appointments made upon certification by the Civil-Service Commission, a record has to be kept of all persons certified, whether selected or not, their general averages, their post-office addresses, and State from whence certified.

Respectfully yours,

DANIEL MACAULEY,
Chief, Appointment Division.

**STATEMENT OF GEN. W. S. ROSECRANS, REGISTER OF THE
TREASURY.**

The CHAIRMAN. We wish to know whether the division of loans and currency can be abolished and the duties performed in the offices of the Register and Treasurer, and whether or not there is some work duplicated in those offices.

Gen. ROSECRANS. I think there is some duplication; but I understand that the division of loans and currency grew up at a time when there was an immense amount of work in the issuance of bonds and evidences of the public debt, and that it is an aggregation of the clerical knowledge of the force that is required to keep the Secretary perfectly posted up, and to enable him to feel that he had more than one dependence. In the Register's office we have to have the force necessary to do what is required for that office, and the details of that I am not able to state so explicitly as would be proper for the committee to have stated.

The CHAIRMAN. There is some work that is duplicated in your office, and in the office of the division of loans and currency and the Treasurer's office.

Gen. ROSECRANS. Perhaps there are some duplications in some cases.

The CHAIRMAN. We have come to the conclusion that there is a good deal of work duplicated there; and we thought that by abolishing one and throwing the clerks into the other, the work would not be duplicated and the force would be diminished. What we want to find out is whether it can be done.

Mr. HENDERSON. Do I understand Gen. Rosecrans to say that there was work performed in the offices of the Register and the Treasurer which is duplicated?

Gen. ROSECRANS. I mean to say that there is some work done which might substantially be said to be a duplication of the Register's office. The most explicit statement I can make on that subject is that there is a quarterly statement gotten out by the Register's office, which is the bookkeeping concern of the Treasury, and it is, necessarily, obliged to be done right, because they are accounts made up after they have been passed upon legally by the accounting officers.

Mr. HENDERSON. Who has charge of the loans and currency division?

Gen. ROSECRANS. Mr. Huntington.

Mr. DASCAM. He is out of the city at the Distinctive Paper Mill, which was recently burned.

Gen. ROSECRANS. The Secretary makes a monthly statement. I suppose that in the preparation of this there is duplication. The office upstairs makes a statement of the public debt from warrants, and the Register makes a statement from the books of the Treasurer. No accounts are entered that have not the sanction of the law officers.

Mr. HENDERSON. Is not that done with the object of having checks?

Gen. ROSECRANS. They were invented as checks upon each other. They are checks which the Secretary seems to need on the slower work of the accounting officer.

The CHAIRMAN. How many clerks are engaged in that particular business?

Gen. ROSECRANS. Up stairs, I am unable to say; but in our office the number is 108.

The CHAIRMAN. How many are employed in making out those duplications?

Gen. ROSECRANS. That I can not say. It is not a duplication; but it substantially amounts to that.

Mr. DOCKERY. What other division did you refer to?

The CHAIRMAN. He referred to Loans and Currency and Public Moneys, the duties performed by the Register's Office and the Treasurer's Office. We think the four could be blended into two and that one division could go to the Register and one to the Treasurer.

Mr. HENDERSON. Do I understand Gen. Rosecrans to say that he cannot indicate what work is duplicated?

Gen. ROSECRANS. I say I can not.

Mr. DOCKERY. You say you have duplicated some works.

Gen. ROSECRANS. I have. What I think is duplicated is the work in preparing the public-debt statement. I stated that at the time of the preparation of the monthly debt statement in the Secretary's office what I considered to be duplicated was the work on the debt statements. They do not do it exactly, but only in part. The public-debt statement is made in the Secretary's office from warrants, whereas mine is made from the settled accounts of the Treasury.

Mr. DOCKERY. You are Register of the Treasury?

Gen. ROSECRANS. Yes, sir.

Mr. DOCKERY. Will you give, as tersely as possible, the general duties of your office?

Gen. ROSECRANS. The general duties of the office of Register are to keep the accounts of all moneys received and expended by the Federal Government, and, in addition to that, to register all warrants and requests; and, in addition to that, it has

to issue all bonds, register bonds, make the schedule of interest, and furnish the Treasurer with that in time to compute the interest on the public debt. Those are, substantially, the duties of my office.

Mr. DOCKERY. These are the functions discharged by the Bureau of which you are chief.

Gen. ROSECRANS. Yes, sir.

Mr. DOCKERY. Do you know, of your own knowledge, whether any of the duties performed by your office are performed by any other office?

Gen. ROSECRANS. I know of no office that performs those duties.

Mr. DOCKERY. Then, so far as your office is concerned, there is no duplication of work?

Gen. ROSECRANS. So far as I know there is no exact duplication of any part of our work.

Mr. HENDERSON. Then, the Secretary's statement is prepared on the basis of warrants issued and your quarterly statement is a statement of the accounts audited and settled.

Gen. ROSECRANS. Yes, sir; the accounts audited and settled.

Mr. HENDERSON. There is no duplication in that?

Gen. ROSECRANS. None at all.

Mr. HENDERSON. In what other functions is it possible to have duplication?

Gen. ROSECRANS. I know of none.

Mr. HENDERSON. Then there is no duplication of the work of your Bureau?

Gen. ROSECRANS. I know of none except in that way.

Mr. DOCKERY. You have said that you had 108 employés. How does the volume of your work now compare with what it was in 1885?

Gen. ROSECRANS. It is less than it was in 1885, and there has been a reduction of the force accordingly from 147 clerks down to the present force.

Mr. DOCKERY. How does the volume of your work compare with what it was in 1890?

Gen. ROSECRANS. I should think it is somewhat less in one or two divisions; and it is more in the other divisions.

Mr. DOCKERY. In what respect?

Gen. ROSECRANS. In the division of receipts and expenditures, as the volume of work grows annually with the receipts and expenditures of the Government. The redemption of the public debt diminishes as we pay off the public debt; but there is still a constant necessity of having skilled and careful clerks, although they do not work as hard as before.

Mr. DOCKERY. How many clerks are employed in connection with the bonded indebtedness of the Government?

Gen. ROSECRANS. Fourteen.

Mr. DOCKERY. Do those clerks perform the same duties they did in 1890?

Gen. ROSECRANS. Yes, sir.

Mr. DOCKERY. Are their services required to the extent they were in 1890, in this line of work?

Gen. ROSECRANS. For the current business they are not, but in making up schedules of redeemed bonds and fixing them so that they can be referred to at any time, enough work has been added to just about balance the diminution in the work because of the decreased amount of bonds redeemed annually.

Mr. DOCKERY. What work has been added?

Gen. ROSECRANS. The work of cataloguing and scheduling bonds, and the volumes in which we register the bonds.

Mr. DOCKERY. What bonds do you have to schedule?

Gen. ROSECRANS. We make schedules of the redeemed bonds. They are put into bundles, and we make schedules of the different bonds.

Mr. DOCKERY. Is not that work substantially completed?

Gen. ROSECRANS. No.

Mr. DOCKERY. What work are you doing in that direction?

Gen. ROSECRANS. Finishing up the making of schedules of the bonds redeemed.

Mr. DOCKERY. What bonds are you redeeming?

Gen. ROSECRANS. The four-and-a-halves.

Mr. DOCKERY. Have not the four-and-a-halves been extended?

Gen. ROSECRANS. Some come in every day or two. I suppose the annual transfers would amount to about \$120,000,000.

Mr. DOCKERY. Let us finish this before we take up the transfers. The four-and-a-halves have all been redeemed or extended, have they not?

Gen. ROSECRANS. Still they are coming in all the time.

Mr. DOCKERY. But the volume of the bonds is constantly decreasing?

Gen. ROSECRANS. Yes, the volume is decreasing.

Mr. DOCKERY. That part of the work is absolutely decreasing, and will be shortly concluded?

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Gen. ROSECRANS. Perhaps it will be very much lower in a couple of years.

Mr. DOCKERY. You do not assume it will require two years to complete the extinction of that debt?

Gen. ROSECRANS. Yes, sir; the bonds are slow in coming in, as people hold them a long time.

Mr. DOCKERY. In what amounts are they coming in?

Gen. ROSECRANS. In amounts of about \$100,000, \$50,000, and so on.

Mr. DOCKERY. Whereas, in former years, you got an average of what amount?

Gen. ROSECRANS. Sometimes \$500,000, sometimes \$200,000 and \$180,000. That work is decreasing.

Mr. DOCKERY. You speak of the transfer of bonds. What work is that?

Gen. ROSECRANS. All the registered bonds, when passed from hand to hand, are changed. The purchaser gets the bond issued to himself, in lieu of the former owner, and we make those changes. They send in the bonds with authority for the transfer, and when the authority is in proper form they are approved, and we make the transfer.

Mr. DOCKERY. You transfer what is known as registered bonds?

Gen. ROSECRANS. Yes, sir.

Mr. DOCKERY. What amount of registered bonds are outstanding? Do you recall?

Gen. ROSECRANS. No, sir; I do not.

Mr. DOCKERY. The amount of registered bonds outstanding, as appears from the statement for March, 1892, is \$509,461,700. The coupon bonds amount to \$75,481,850. Now, of the registered bonds what proportion are transferred a given year? What is the average change of ownership that requires entry on your books?

Gen. ROSECRANS. I do not remember exactly; but my best impression is, it runs as high as \$280,000,000, and down as low as \$118,000,000, yearly.

Mr. DOCKERY. What force have you employed in connection with that work; or is that work done by the 14 clerks you have mentioned?

Gen. ROSECRANS. Fourteen clerks perform that work.

Mr. DOCKERY. Is that part of your work decreasing?

Gen. ROSECRANS. That whole work will decrease with the public debt.

Mr. DOCKERY. Is not that volume of transfer business decreased about one-half, as compared with two years ago?

Gen. ROSECRANS. I do not think it is anything like the same proportion. There is no comparison between the decrease of the public debt and the annual decrease of the amount of the transfers. Transfers are an independent thing altogether.

Mr. DOCKERY. Are you able to state how many bonds were transferred in 1891?

Gen. ROSECRANS. I have forgotten the amount, but my official report will show it.

Mr. DOCKERY. What other duties do you discharge?

Gen. ROSECRANS. That is a small part of the duty. I sign all the bonds myself.

Mr. DOCKERY. You have four subdivisions?

Gen. ROSECRANS. One relates to receipts and expenditures, one to coupons and currency, and one to warrants and history of the public debt.

Mr. DOCKERY. Is the business of either one of those divisions increasing, other than the bonds division?

Gen. ROSECRANS. They are increasing, necessarily. No moneys are paid in or paid out without a warrant, and those warrants have to go to my division and be recorded.

Mr. DOCKERY. None of these three classes of work are unnecessarily duplicated.

Gen. ROSECRANS. No.

Mr. DOCKERY. Can you suggest, at any point along the line of your roster, where a reduction of force can be made?

Gen. ROSECRANS. I can not.

Mr. DOCKERY. Can you suggest a reduction in salaries?

Gen. ROSECRANS. I do not think that any salaries ought to be reduced.

Mr. DOCKERY. Is that entire force up to a fair standard of efficiency?

Gen. ROSECRANS. It is. I have thought a great deal about that. You can find a regiment to-day, and you can take from it the colonel and lieutenant-colonel and let it be commanded by the major; but if it is not necessary to have a colonel, why have one in the first place?

Mr. DOCKERY. We simply called upon you for information. If the regiment is no longer needed, if the war is closed and there is no need for it, we could possibly dispense with the major, the colonel, and also the regiment.

Mr. DINGLEY. In general, there has been a reduction of the clerks of the loan and currency division and the distinctive paper department; but in other departments there has been, necessarily, an increase with the increase of the business of the Government.

Gen. ROSECRANS. Yes, sir; there used to be sixteen in those divisions which I have mentioned, but there are now only fourteen.

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Mr. DOCKERY. That was not reduced recently. This force has been there since 1887.

Mr. DINGLEY. You transfer from one division to another?

Gen. ROSECRANS. Sometimes, though very seldom.

TREASURY DEPARTMENT, REGISTER'S OFFICE,
Washington, D. C., April 30, 1892.

DEAR GENERAL: Herewith I inclose, for the consideration of the Committee on Appropriations, some memoranda regarding the necessity for a slight additional appropriation for this Bureau; and also, as requested, send under separate cover, four copies of my official report for the use of the committee.

Very truly, yours,

W. S. ROSECRANS,
Register.

Hon. W. H. FORNEY,
House of Representatives, Washington, D. C.

MEMORANDA.—RECOMMENDATIONS OF REGISTER FOR ADDITIONAL APPROPRIATION.

The appropriation for the fiscal year ending June 30, 1892, included Register, assistant register, four chiefs of division at \$2,000, seventeen clerks of class 4, sixteen clerks of class 3, eleven clerks of class 2, fourteen clerks of class 1, two \$1,000 clerks, twenty-nine copyists, one messenger, four assistant messengers, and eight laborers.

The Register, in his letter to the honorable Secretary of the Treasury transmitting estimates for the fiscal year ending June 30, 1893, recommended an additional appropriation of \$500 to be expended on five of the most meritorious \$900 clerks, bringing their salaries to \$1,000.

The reason for asking this increase was the fact that the interests of the Bureau required the appointment therein of young and promising bookkeepers, but there being only two \$1,000 places in the Bureau, there was afforded to bookkeepers entering at \$900 but little encouragement for promotion, owing to departmental rule against the making of promotions other than those from any grade to the one next higher. In a number of instances promising young bookkeepers, just such as are needed in the Bureau, have entered at \$900, and being unable to secure a promotion within the Bureau, for the reason above-named, they have secured promotion by transfer to some \$1,000 place in another Bureau, to the injury of the service in the Register's Office.

Recommendation was also made for two additional laborers, on account of the increase of work in caring for the files of this Bureau.

STATEMENT OF MR. EDWARD L. MILLS, ASSISTANT CHIEF OF
THE LOANS AND CURRENCY DIVISION, TREASURY DEPARTMENT.

The CHAIRMAN. We have called you here to inquire whether or not in your opinion the loans and currency division of the Treasury Department can be abolished, and the duties be performed in the office of the Register and the Treasurer.

Mr. MILLS. I do not think it would be at all practicable, and I think I can give you the reasons.

The CHAIRMAN. Is not a great deal of your work duplicated by the Register and the Treasurer?

Mr. MILLS. No, sir. Gen. Rosecrans, who has just been examined, made a statement, I believe, of certain duplication work which he had knowledge of in reference to the preparation of the debt statement. As he stated, the debt statement is prepared in his office from his books. Another statement is prepared by the Treasurer from warrants. These two offices coöperate in making up the public-debt statement of the Treasury. There is not a duplication of that work, but one is a check upon the other. If the Treasurer should make up an incorrect statement, it would be misleading, and by having a statement made up from different sources, one has a check upon the other, and errors are discovered. It is of the utmost importance that the public-debt statement should be correct. To illustrate that, I will say that there is only one man in our division engaged upon that work. He is the bookkeeper, and he devotes all his time to that matter.

He also makes up all matters coming from Congress on the same subject. He gets up the monthly statement of the circulation. He is engaged upon that class of work,

which is very expert and technical. He was formerly head bookkeeper of the Treasurer's office, and is a very well-posted man. That is the work in which Gen. Rosecrans said there was a partial duplication.

Now, there is another matter that might be construed as a duplication, and that is the redemption of worn-out currency. The Treasurer of the United States redeems the money that is sent in for redemption by subtreasuries and banks. The office asserts that money, which is carefully counted and examined, to see if there are any counterfeits in it; and upon the certification of those counters in his own office the Treasurer issues good money for it. Now it is necessary to have some check upon the Treasurer. It must be known that he has actually destroyed the money he claims to have destroyed, and that can not be known unless there is some check upon the work. With that view the regulation was made many years ago that the Treasurer should superintend the destruction of these notes. The notes are cut in half, and one-half is sent to the Treasurer's office and the other half to the Register's office. That made it impossible that the Treasurer should have full control of the destruction of this money that he claims to have redeemed. It is, therefore, impossible for any money to be stolen from the Treasury. These notes are recounted and re-examined to see that they are of proper issue, and to see that there are no counterfeits among them, and also to see that there are no overs or shorts. Each office makes a report and the reports must agree.

I will say that there has hardly been a bundle of this money handled (they come in in bundles of four thousand notes) that has not contained some sort of an error—either of a wrong issue, or of shorts or overs, and frequently counterfeits. We found two within the last two months. They had passed the subtreasury in New York and the cashier in the Treasury Department. They were found, although we had only the half of the notes. Those counterfeits were returned, and the party who sent them had to make them good.

The CHAIRMAN. Who destroys those notes?

Mr. MILLS. That money is destroyed by a committee appointed one by the Secretary's office, one by the Treasury, and one by the people at large. It would be impracticable to throw that work into the Register's office, as there must be a check upon it, and the Secretary must have a representative at the destruction of it. He would not certify to the destruction of it unless he could count it under the direction of his own office.

I will give another reason why this transfer should not be made. We have other branches of work connected with our division. For instance, we have control of the manufacture, custody, and issuing as well as the counting of the distinctive paper upon which the Government securities and revenue stamps are printed. That amounts to \$60,000,000 this year, and the manufacturing is all done under the direction of our office. We have an armed guard at Pittsfield, Mass., where it is manufactured. We also have storehouses for it. It has to be counted and examined. The paper is issued to the Bureau of Printing and Engraving upon the requisition of the Chief. When the paper is issued to the Bureau, it leaves our hands as so much money value. We charge that up against the Bureau as so much money, according to whatever denominations are to be printed. The Bureau gets credit when it delivers the money, and the mutilated money comes back to be destroyed by our destruction committee, and the Bureau gets credit for it. In that way we keep a perfect account of this paper.

If the Bureau were to lose any sheets of that paper by any accident it would have to make it good to the Government according to the value of the denominations. That involves a great deal of work. We have a force at the Government mills, consisting of four watchmen, a captain of the watch, a superintendent of the mill, two counters, and a laborer. We also have in our division in the Treasury Department a force of thirty ladies, who are kept busy counting and examining this paper. They are constantly employed, and the work has been largely increased within a year or two by reason of the legislation on the Treasury notes. There have been put into circulation some \$80,000,000 of those, and the paper had to go through our office by the law of 1887 which authorized small denominations of silver certificates. Those small notes have come through our office for redemption.

Mr. HENDERSON. You refer to the circulation of the act of July 14, 1890, known as the silver act?

Mr. MILLS. Yes, sir.

Mr. DINGLEY. He also refers to the ones and twos authorized by the act of 1887.

Mr. MILLS. Just to illustrate, I will say that since 1887 there has been an increase in the circulation of ones and twos and fives of \$82,000,000 net, in round numbers. There has been an increase in all others of \$52,000,000, making a total of \$134,000,000 of circulating medium in paper currency. That has involved an increase of work in handling the paper, in printing, and in redemption of the notes that have come in.

The CHAIRMAN. What is the life of a one and two dollar bill?

Mr. MILLS. It is about two years. I think it will be increased from this on. We

have recently adopted a new system of treating the paper in the Bureau, which I think will result in adding two years to the life of these bills. We treat the paper to a certain kind of bath.

The CHAIRMAN. What is the life of a five-dollar bill?

Mr. MILLS. It is not much longer.

Mr. DINGLEY. What denominations of Treasury notes are being issued?

Mr. MILLS. From ones up to one thousands.

Mr. DINGLEY. Do you know what are the number issued of ones and twos under the act of 1890?

Mr. MILLS. Ones and twos and up to one thousands.

Mr. DOCKERY. What proportion of the annual increase consists of large denominations?

Mr. MILLS. I could not state. The trouble in the main to comply with that law was that they were obliged to print large denominations in order to make purchases of bullion. Those large bills have since come in, and small ones have been issued for them. The large bills did not circulate in trade, and they were sent in and small denominations issued for them.

Mr. DOCKERY. What did you do with those small bills?

Mr. MILLS. We destroyed them.

Mr. DOCKERY. Into what particular subdivisions is your work divided?

Mr. MILLS. There is a bond branch in the office. The next is the currency branch, which has charge of redemptions and matters relating to printing. The next is the manufacture of distinctive paper which is received, counted, examined, and issued. Those are the subdivisions of our work.

Mr. DOCKERY. Has there been any increase in either one of those divisions other than the currency division?

Mr. MILLS. There has been no increase of the bond work. There has been a decrease in that.

Mr. DOCKERY. What percentage of decrease?

Mr. MILLS. At the time the refunding operations were going on we had a force of 50 people engaged upon that work. They were mostly detailed.

Mr. DOCKERY. What percentage within the last four or five years?

Mr. MILLS. Last September when the 4½ per cent loan was called in, we had a temporary increase of force to meet that emergency.

Mr. DOCKERY. That was a special occasion. What has been the average percentage of decrease in that division of your work covering the last four years? How does the percentage of this year compare with three or four years back?

Mr. MILLS. Aside from the redemption of the 4½'s, I do not think there has been any decrease of work. We have all the transfers and exchanges.

Mr. DOCKERY. How many did you have in 1890?

Mr. MILLS. The same as now.

Mr. DOCKERY. Had you the same work in 1890 and 1889?

Mr. MILLS. No, sir; except last September.

Mr. DOCKERY. Did the continuous redemption of those bonds involve any decrease of work?

Mr. MILLS. No, sir. It would have involved an increase, except the emergency I have mentioned.

Mr. DOCKERY. Then there has been no decrease of the work?

Mr. MILLS. No, sir, aside from what I have stated.

Mr. DOCKERY. Are your clerks up to a fair standard of efficiency?

Mr. MILLS. I should think so.

Mr. DOCKERY. Have you a good knowledge of the business?

Mr. MILLS. I have a perfect knowledge of it, as I have been there for twenty-two years.

Mr. DOCKERY. I desire to know whether you are carrying any clerks who are below a fair average standard of efficiency.

Mr. MILLS. No sir. If we had any, we would recommend their dismissal or transfer.

Mr. DOCKERY. Can you reduce the force in any of your divisions without affecting the service unfavorably?

Mr. MILLS. I do not think we could. Our force is engaged all the time.

Mr. DOCKERY. Would you suggest to the committee any reduction in salaries?

Mr. MILLS. I do not think it would be fair to make any such reductions. Most of these clerks have been in our office for many years, and they are old and efficient employes.

Mr. DOCKERY. Are they all earning the salaries they receive?

Mr. MILLS. I think they are. I would like to make one remark in regard to our estimate. In our estimate we have asked that one clerk at \$900 be dropped and that one clerk be added at \$1,200. It is in the Book of Estimates.

Mr. DOCKERY. It does not appear in the Book of Estimates.

Mr. MILLS. It certainly was submitted.

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Mr. DOCKERY. It seems to have been disapproved by the Secretary.

Mr. MILLS. I will explain that increase. When I was made assistant chief of the division, there was employed there a Mrs. Spencer, from Indiana, who was the second woman appointed under the civil service rules in the Treasury. We found her to be exceedingly intelligent and capable, and we assigned her to duty as a book-keeper. She keeps a set of ledgers showing the entire issue and redemption of all the Government securities. It is a book of 1600 pages. That is responsible work. She has performed that duty with entire satisfaction, and is a careful, industrious clerk deserving of a higher salary. She was taken from the work of a money-counter, which is rather mechanical, and assigned to this work. She has kept those books for four years, and we desire to promote her.

Mr. DOCKERY. She is now getting only \$900?

Mr. MILLS. That is all; and she is doing the work formerly done by a \$1,400 clerk. She is the most industrious and careful clerk which we have employed in connection with the department.

Mr. DOCKERY. You had better transmit that matter to the Secretary.

Mr. MILLS. I am surprised that it is not in the estimates.

Mr. COURTS. (Producing a letter.) This letter was handed in to me by some one.

Mr. DOCKERY. It seems to have been transmitted without any indorsement. You made a strong statement in behalf of this clerk. Can you not provide a way for promoting her?

Mr. MILLS. No, sir; not without doing injustice to some one else. She is the widow of a Union soldier; but, outside of all that, we recommend her strictly upon her merit, and hence we have made this recommendation.

Mr. HENDERSON. The letter seems to be here without any recommendation, and we will send it to the Secretary.

Mr. MILLS. I would be glad if that could be done. I was going to refer briefly to the marking system. We have applied that to our paper-counters in order to get the record of each one for a month. We have assumed that out of thirty ladies, if any one should make no errors, she would be entitled to 100. We then grade down proportionately, marking them according to the work they do. If they make an error that deducts 5 per cent for each error. That insures care and accuracy. We keep a record of what every counter does, and at the end of the month a statement is made of what each clerk has done, and each is graded accordingly. In that way, we can reach a pretty fair estimate of every person's ability. When it comes to marking their ability and aptitude, we have got something to mark by. We are governed by their work.

Mr. HENDERSON. That is for a suitable class of work, where you have about the same test of skill; but when you come to another class of work the test would not be of that character.

Mr. MILLS. I think it is good in theory, but hard to carry out in practice.

Statement showing the amounts of paper currency outstanding on the 1st of July of each year from 1886 to 1891, inclusive.

Year.	Denomination.		Total.
	One, two, and five dollars.	All other.	
1886	\$205,359,969	\$716,071,225	\$921,431,194
1887	222,203,726	680,420,770	902,624,496
1888	261,168,404	725,072,175	986,240,579
1889	258,859,345	733,878,595	992,737,940
1890	272,286,283	732,600,441	1,004,886,724
1891	287,471,742	768,945,211	1,056,416,953
Increase in five years	82,111,773	52,873,986	134,985,759

About \$41,500,000 have been issued since July 1, 1891, in Treasury notes, act of July 14, 1890.

STATEMENT OF E. B. DASCAM, CHIEF OF THE DIVISION OF PUBLIC MONEYS, TREASURY DEPARTMENT.

The CHAIRMAN. We want to know whether the division of public moneys can be abolished and the duties be performed in the office of the Treasurer and the office of the Register, by taking the necessary force to do it?

Mr. DASCAM. There is nothing done in the division that the laws do not require the Secretary to do.

The CHAIRMAN. There is duplication, is there not?

Mr. DASCAM. Only in a small way.

The CHAIRMAN. To what extent?

Mr. DASCAM. Only in the credit side of the general receipts. The Treasurer looks after both sides, and we have only the credit side. Our receipts are covered by warrants and the Secretary signs those warrants. They are all prepared in my division.

The CHAIRMAN. Can you not dispense with some of those clerks by turning that division over to the Treasurer's office or the Register's office?

Mr. DASCAM. No, sir; we want that record to work upon for other matters just the same, whether the Treasurer has it or not.

The CHAIRMAN. The main object is to check other offices?

Mr. DASCAM. That is one object. The regulations as to the deposits of public moneys allow the public officers to make deposits, and they are required to make regular returns. One acts as a check upon the other.

The CHAIRMAN. Are you up in your office with the current work?

Mr. DASCAM. Yes, sir; they render regular returns.

The CHAIRMAN. The clerks are kept busy?

Mr. DASCAM. The work does not change much, and the clerks are kept busy, generally.

Mr. DOCKERY. What particular subdivisions have you in your work?

Mr. DASCAM. We have lists which are the basis of the warrants for the drawing of the receipts in the Treasurer's office, the general instructions concerning the deposits of public moneys, the deposits of United States disbursing officers, the Secretary's special deposit accounts, etc.

Mr. DOCKERY. What are the Secretary's special deposit accounts?

Mr. DASCAM. It is really a trust fund. The Secretary of the Treasury has money deposited to his official credit which is subject to his check. The principal deposits credited to the Secretary are cases where he receives offers of compromise under section 3609, Revised Statutes of the United States. Sometimes those deposits are quite large. If he does not get that money deposited beforehand he is not so apt to get it afterwards. It amounts to a considerable sum in the course of a year—two or three hundred thousand dollars—in three accounts.

Mr. DOCKERY. What are the other accounts?

Mr. DASCAM. Designation of national banks and depositories.

Mr. DOCKERY. Do you think you could make any reduction in your force?

Mr. DASCAM. No, sir; the work is just about the same all the time.

Mr. DOCKERY. Are your clerks employed during the entire day, and are they up to a fair standard of efficiency?

Mr. DASCAM. Yes, sir.

Mr. DOCKERY. There is no compensation that is excessive?

Mr. DASCAM. No, sir.

Mr. DOCKERY. You say that your accounts in part are duplicated in the Treasurer's office. If the work done is similar to that done in the Treasurer's office, will you state why accounts should be kept in both offices?

Mr. DASCAM. We want those journals to refer to in our work every hour in the day. We can not go round to the Treasurer's office to find them, and he can not come to our office. The Treasurer's system of bookkeeping is one of checks. It originated in Mr. Hamilton's time. The theory of the system is that no one person should be allowed to take money out of the Treasury.

Mr. DOCKERY. How long have you been employed?

Mr. DASCAM. Twenty-eight years.

Mr. DOCKERY. This matter could not be dispensed with?

Mr. DASCAM. No, sir; I think it very important that it should remain as it is!

STATEMENT OF CAPT. L. G. SHEPARD, CHIEF OF THE DIVISION OF REVENUE MARINE, TREASURY DEPARTMENT.

The CHAIRMAN. You are an officer detailed from the Revenue Marine Service?

Capt. SHEPARD. Yes, sir.

The CHAIRMAN. We want to know whether the place of chief engineer in the Treasury building can be abolished, and the engineer of that building placed under the charge of a Revenue Marine officer?

Mr. SHEPARD. The duties of the engineer of the Department are something I have never had anything to do with. I do not really know how much he has to do. We have a consulting engineer who has general supervision of all the building repairs, etc., of our machinery and boilers in connection with our vessels. He is in Washington part of the time and part of the time he is elsewhere.

The CHAIRMAN. Could not the engines and machinery of the Department be placed under the charge of a Revenue Marine officer?

Capt. SHEPARD. It could be done.

Mr. HENDERSON. You mean by that, that A could do it, or B could do it? If officer A or officer B is qualified, he could do the same work?

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Capt. SHEPARD. If I understand the question, I would answer, yes.

Mr. HENDERSON. But you are not talking about the engineer of the Department?

Capt. SHEPARD. That work, as I understand it, comes under the chief clerk of the Department. I am chief of the Revenue-Marine division.

The CHAIRMAN. You mean by that, that you are acting in place of the chief of the division of the Revenue-Marine Service?

Capt. SHEPARD. Yes, sir.

Mr. HENDERSON. What position do you hold now?

Capt. SHEPARD. I am captain of the Revenue-Cutter Service, detailed as chief of this division.

The CHAIRMAN. We want to know whether or not that duty could be placed under you?

Capt. SHEPARD. You get two different matters confused, I think.

Mr. HENDERSON. Have you got all you can do now as chief of the Bureau?

Capt. SHEPARD. Yes, sir.

The CHAIRMAN. Cannot this chief engineer at \$1,400 be abolished and the place be put under the charge of a Revenue-Marine officer?

Capt. SHEPARD. We have a consulting engineer of the Revenue-Marine Service who is a commissioned officer, and he has general supervision over the force, including all the steam boilers for our 36 vessels. He is part of the time in Washington, and is absent at other places when necessary. I understand the question is whether this machinery of the Department building could be put under the supervision of this officer, in addition to what he now has. He has about as much as he can attend to in connection with our vessels; but, if it is desired that he shall have supervision of this other work, it could be done by giving him assistants.

Mr. DOCKERY. What are the general subdivisions of your work?

Capt. SHEPARD. We have control of 36 revenue cutters stationed at the principal ports of the United States.

Mr. DOCKERY. What sort of control—administrative?

Capt. SHEPARD. Yes, sir.

Mr. DOCKERY. And what other duties?

Capt. SHEPARD. We authorize the purchase of supplies. They are not allowed to purchase anything without first being authorized to do so on requisition that they make monthly. We require monthly and weekly reports of their work, which come to our division, and we examine them to see that the duties are performed properly. The flags for all of the public buildings are also furnished through our division.

Mr. DOCKERY. Through your Bureau?

Capt. SHEPARD. Yes, sir. I do not mean to say that they are paid through our Bureau, but we buy the bunting and furnish the flags to the building. The bills are paid through another Department.

Mr. DOCKERY. What other general object aside from these you have mentioned?

Capt. SHEPARD. Keeping these vessels in running order.

Mr. DOCKERY. These two general objects cover the scope of your duties?

Capt. SHEPARD. Yes, sir. The flag business is very small compared with the other duties.

Mr. DOCKERY. Do you know the duties of the chief engineer in the Treasury Department?

Capt. SHEPARD. No, sir.

Mr. DOCKERY. Do you know whether he is an engineer and is actually in charge?

Capt. SHEPARD. I have no idea what his duties are in the Department.

Mr. HENDERSON. If it was proposed to put that machinery in the Treasury under the charge of your consulting engineer or some one detailed by him from the Revenue-Marine Service, it would involve an additional force?

Capt. SHEPARD. Yes, sir; he would be compelled to have some assistants, for the reason that he has all he can attend to now. He is kept busy during the day and works frequently at night.

Mr. DOCKERY. Is your force efficiently equipped for the work you have on hand?

Capt. SHEPARD. Yes, sir.

Mr. DOCKERY. Are any salaries too large?

Capt. SHEPARD. I do not think any are too large. I think they all earn their money.

Mr. DOCKERY. Could any reduction of that force be made without detriment to the service?

Capt. SHEPARD. I do not see how it could be.

Mr. DOCKERY. Are you up with the current work now?

Capt. SHEPARD. We are about up. Sometimes the work gets behind and we catch up by extra exertion.

The CHAIRMAN. How long have you been detailed as chief of division of Revenue Marine?

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Capt. SHEPARD. I came here on the first of January, 1890.

The CHAIRMAN. Is anybody drawing salary provided for a civilian chief of your division?

Capt. SHEPARD. Not to my knowledge; no, sir.

**STATEMENT OF FRED. A. STOCKS, CHIEF CLERK OF THE
TREASURY.**

The CHAIRMAN. We want to know whether the chief engineer of the Treasury Department can be abolished and the engines be placed under the charge of the Revenue Marine?

Mr. STOCKS. I think it would not be satisfactory. The Treasury building was constructed at different times, and the plumbing and heating apparatus is complicated. The present engineer has been there some eight or ten years and he is familiar with the plumbing and heating apparatus. His attention is frequently called to breakages, and it requires a man well acquainted with the building in order to perform this work satisfactorily. I would say no for that reason, most strongly.

Mr. DOCKERY. He is a practical engineer?

Mr. STOCKS. Yes, sir.

The CHAIRMAN. Are you familiar with his special duties?

Mr. STOCKS. I suppose I am, as much as any one.

Mr. DOCKERY. Do you think he needs an assistant at \$1,000, and two assistants at \$720?

Mr. STOCKS. He certainly does.

Mr. DOCKERY. Are those parties employed in the Treasury building?

Mr. STOCKS. Yes, sir; one additional man is to be for the Butler building.

Mr. DOCKERY. How many engines are there in the Treasury building?

Mr. STOCKS. I think we have three, and I think we have six banks of boilers.

Mr. DOCKERY. How many hours a day do they work?

Mr. STOCKS. They have three watches of eight hours each. There is an assistant engineer for each watch. Firemen are not supposed to be engineers. Each watch requires an engineer.

Mr. DOCKERY. There is a chief of the four, and each one is on duty eight hours?

Mr. STOCKS. Yes, sir.

Mr. DOCKERY. How long is the chief on duty?

Mr. STOCKS. He is on twenty-four hours in an emergency.

Mr. DOCKERY. Probably nine or ten hours a day?

Mr. STOCKS. I think he is on as long as any other employé of the building.

Mr. HENDERSON. He is an engineer and gives his attention to the duties that are required?

Mr. STOCKS. He must be painstaking to avoid accident and to keep the machinery and the apparatus in good condition.

At this point the committee took a recess until 2 p. m.

The committee resumed its sitting at 2 p. m.

STATEMENT OF JNO. R. GARRISON, DEPUTY FIRST COMPTROLLER.

The CHAIRMAN. I notice that during the last session of Congress your force was increased. We want to know the condition of your office, and whether or not you are up with your work.

Mr. GARRISON. No, sir; we are not up entirely. We find that we have all that we can possibly do with our present force and three detailed clerks. We had four details most of the year to keep up the current work. There are now nearly a thousand accounts on hand unadjusted on the 1st of April.

The CHAIRMAN. How long had they been on hand?

Mr. GARRISON. Not long. A great deal of extra work has come into our office from the bounty and sugar tariff act. There is also work like the preparing of balances, and pressing matters for suit which must be attended to. There has been a great increase of the work, and I have made a memorandum of it. A great deal arises out of special cases, which I will be pleased to present to the committee. In 1885 the total force, including messengers and everything in our office, was 56; at present it is 63. There has been some increase. I have made a memorandum in reference to that.

Mr. DOCKERY. At this point state the divisions of your work.

Mr. GARRISON. The judicial accounts in our office, involving all the accounts of the judicial department of the country; next is the internal-revenue and miscellaneous division, which includes the internal-revenue and miscellaneous accounts of the various bureaus of the Government. Then there are the divisions of warrants, appropriations, and public lands. That involves warrants, public land accounts, judicial accounts, and steamboat inspectors.

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Mr. HENDERSON. Does that include United States marshals and district attorneys? Mr. GARRISON. They come under the judicial division. There are only four divisions by law, and I am speaking of the work in the office. The judicial accounts include the accounts of all the judicial officers, clerks of courts, commissioners, marshals, etc. The internal revenue includes collectors' accounts and everything of that kind, receipts and disbursements, and miscellaneous accounts of disbursing clerks for the different departments, the Fish Commission, Interstate Commerce Commission, and things in relation to miscellaneous accounts. The next is the warrants, records, and public lands. That involves all warrants drawn on the Government, covering the record of all accounts received, and letters received, powers of attorney; and then we have the division of public lands, the Territorial accounts, and accounts relating to the Steamboat Inspection Service.

The next division is that of foreign accounts and the public debt. That includes all foreign-intercourse accounts, our ministers, consuls, and all accounts of the Treasury, of receipts and expenditures on the public debt, including transportation of public moneys and securities. The next is the District of Columbia account, which forms a little division of itself. All accounts relating to the World's Fair go to the division on the District of Columbia, being sent there because it is the smallest division.

The CHAIRMAN. At this time are you up with the current work?

Mr. GARRISON. We are about as near up as we usually are. We are not as close up as we were when Judge Durham went out. There was something like four hundred cases on hand then. Judge Matthews cut it down to between four and five hundred at one time. It was nearly a thousand on the 1st of March. We report every month just how the work stands.

The CHAIRMAN. The last month it was behind a thousand cases?

Mr. GARRISON. Yes, sir; nearly a thousand cases.

Mr. HENDERSON. Does that mean all the accounts in the office?

Mr. GARRISON. Yes, sir. We make it a point, unless something is wrong with a case, to try and pass the accounts in their order. That is the rule in the office, and we must do that, as many of the accounts involve the money of creditors who are waiting for the adjudication of their claims. There has been an increase of 10 per cent in the number of accounts between 1885 and 1891.

Mr. Garrison read the following paper:

Statement of the clerical force in the First Comptroller's Office.

TREASURY DEPARTMENT, FIRST COMPTROLLER'S OFFICE, Washington, April 20, 1892.

The present clerical force of the First Comptroller's office is as follows: 4 chiefs of divisions at \$2,100, 7 clerks of class 4, 12 clerks of class 3, 12 clerks of class 2, 11 clerks of class 1, 3 clerks at \$1,000 each, 8 clerks at \$900 each, 1 skilled laborer \$840, 1 messenger, 1 assistant messenger, and 3 laborers, making a total force of 63. The same clerical force at the same rates of compensation is estimated for for the fiscal year ending June 30, 1893, and the business of the office can not possibly be kept up with a less number.

In 1885 the total force was 56, as follows: 4 chiefs of divisions at \$2,100, 5 clerks of class 4, 11 clerks of class 3, 10 clerks of class 2, 8 clerks of class 1, 3 clerks at \$1,000 each, 11 copyists at \$900, 1 messenger, and 3 laborers.

As shown by the Comptroller's annual reports, the total number of accounts settled in the fiscal year 1885 was 26,660. In 1891, 29,523, an increase of 2,863, more than 10 per cent.

Official letters received in—

1885	15, 354
1891	22, 476

An increase of 7,122, nearly 50 per cent.

Official letters written and forwarded in—

1885	6, 555
1891	8, 319

An increase of 1,764, over 25 per cent.

The other items of work performed in the office have increased in like proportion. This is due in some respects to the natural growth and expansion of the public business; it is also in great measure due to special legislation. For example:

The act creating the court of private land claims involves monthly settlement of accounts for salaries and expenses of five judges, one attorney, and one clerk in each place where the court meets (in New Mexico, Colorado, and Arizona), deputy clerks, interpreters, bailiffs, criers, etc.

The act creating the circuit court of appeals involves monthly settlement of salaries and expenses of nine judges, nine additional marshals, and nine clerks.

Three new judicial districts have been recently created (Oklahoma, Indian Territory, and Dakota), with a full complement of officials, marshals, district attorneys, clerks, and commissioners, also judges, whose accounts are to be settled in this office. The clerical work required in the settlement of the accounts from Oklahoma and Indian Territory is very heavy, not exceeded by any district in the United States.

The act of March 3, 1887, authorizing suits against the United States in the circuit and district courts has very materially increased the work in the First Comptroller's office. More than the continuous time of one good clerk is required in answering calls and furnishing information respecting suits of claimants pending in said courts.

The act authorizing the payment of bounty on sugar required the settlement of a large number of claims in this office; on a rough estimate not less than seven or eight thousand per annum. The number of claims received from November, 1891, to April 15, 1892, for bounty on sugar, other than maple sugar, was 2,754, involving the payment of \$7,226,839.29, of which 2,570 have been disposed of by this office. The number of licenses for maple sugar issued is 4,239. Only one or two claims for bounty on maple sugar have so far been received, but the number from November, 1891, to April 15, 1892, will be at least 4,239, if not more. No increase of clerical force on account of sugar bounty claims has been provided for this office, and to dispose of these claims a great deal of night work has been necessary.

In the Internal Revenue Bureau, where these claims are first received, there are employed in the sugar bounty division, 1 chief of division, 1 clerk of class four, 1 clerk of class three, 1 clerk of class two, 1 clerk of class one, and special agent detailed.

The clerical work on accounts of the U. S. Fish Commission and Interstate Commerce Commission have increased in proportion to increased appropriations.

The settlement of accounts for the refund of the direct tax required a very considerable amount of clerical work and research, which will be required until all these accounts are disposed of. Should Congress authorize the refund of interest and penalties collected, the work will be augmented more than tenfold.

The Hatch act, of March 2, 1889, granting subsidies to Agricultural Experiment Stations, requires the settlement of 46 accounts every four months, or 184 each year, involving the payment of \$728,000.

The Morrill act, of August 30, 1890, for the benefit of agriculture and the mechanic arts, requires the settlement of accounts with 43 States and Territories, involving the payment of \$731,000.

The act of October 1, 1890, transferring the service of the Weather Bureau to the Department of Agriculture brings all of the accounts connected with said Bureau under the jurisdiction of the First Comptroller. These accounts are very large, involving salaries and expenses in the offices and substations all over the United States, aggregating for the current fiscal year \$879,753.

The appropriations for the Zoological Park, the Rock Creek Park (in the District of Columbia), necessarily require the settlement of a considerable number of additional accounts in this office, involving large expenditures of money; so, also, the appropriation for the World's Columbian Exposition, settled in this office. The number has not as yet been very great, probably one or two hundred; the greater number involving the bulk of the expenditures is yet to be received and adjusted. Many difficult questions arising on the proper construction of the law grow out of the settlement of these accounts.

The appropriations for the Inter-Continental Railway, Bureau of American Republics, and International Boundary Survey, all require the settlement of additional accounts in this Bureau.

The foregoing specific reasons, showing an increase of the clerical work required of this Bureau, are such as now exist and will continue. It is manifest that the clerical work of this Bureau for the fiscal year ending June 30, 1892, and also for the fiscal year 1893, will be very largely in excess of the work performed during the fiscal year ending June 30, 1891. There has been no time during the last seven or eight years that this office has not had details of clerks from other Bureaus. For several years past the number so detailed has been three or four. At present there are three detailed clerks in addition to the regular force. Without the same clerical force for the fiscal year 1893 as is provided for the current fiscal year, it will be impossible to keep up the current work of this office. With the present force it is a matter of difficulty, and much complaint is made, not only by claimants, but also by members of Congress representing them, because claims involving the payment of money are not settled in this Bureau more promptly. Indeed, *an addition to the present clerical force of this office would be a benefit to the public interests.*

The accounts of disbursing officers and officers receiving public revenues ought to be settled promptly, and wherever a deficit or defalcation occurs suits should be promptly instituted. This office has never been able to settle this class of accounts promptly and bring suit without delay for want of adequate clerical force, and in con-

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sequence of such delay in settlement suits are lost which it is believed the Government would have recovered if they had been promptly brought.

As an examination of the work performed in this Bureau during the month of March, 1892, there was settled 2,894 accounts, including 174,429 vouchers, and involving \$227,731,913.19.

Official letters written.....	1,745
Requisitions for advances of money acted upon.....	419
Warrants examined and registered.....	5,024
Warrants posted in appropriation ledgers.....	4,037
Items posted in appropriation ledgers.....	1,035
Accounts received, entered, and referred for settlement.....	2,928
Balances entered.....	2,462
Letters received, briefed, and registered.....	710
Bonds, contracts, and powers of attorney registered and filed.....	314
Internal-revenue stamp books counted.....	4,126
Certificates of deposit indorsed.....	142
Bonds of indemnity examined and passed.....	20
Consular drafts received and registered.....	52

All judgments of the Court of Claims and circuit and district courts, for which appropriations are provided by Congress, are paid on accounts adjusted in this office.

Nearly all of the information called for by Congress relating to accounts, other than naval and military, or in any way connected with the First Comptroller's office, is prepared in this Bureau, and necessarily requires much time and clerical labor. Other miscellaneous work in preparing cases for suit, answering calls from the Court of Claims and circuit and district courts, relative to suits pending against the United States, and furnishing the Attorney-General with matters of defense or set off in such cases, is very considerable, and requires much time and work of the most experienced clerks.

Respectfully submitted for A. C. Matthews, First Comptroller, by—

J. R. GARRISON,
Deputy Comptroller.

The CHAIRMAN. Have all the sugar bounty claims been settled?

Mr. GARRISON. No, sir; we have disposed of 26,660 claims. The force has been working at nights from time to time. Scarcely a day goes by that we do not have a letter from some claimant in Louisiana or a call from a senator or member with reference to the sugar bounty claims. The indications are that there will be from seven to eight thousand of those claims a year, judging by these figures.

The CHAIRMAN. Have you made any estimate, from the claims filed in your office, as to what the bounty will be on maple sugar?

Mr. GARRISON. No, sir. The claims will be small, but there will be claims presented from a great many people. A good many have been making inquiries as to what will be required in those claims. Add on the bounty for maple sugar and it is fair to say that those claims will be from seven to eight thousand a year.

Mr. DOKERY. Do your figures show the amount that will be required to pay the bounty on sugar?

Mr. GARRISON. Not on maple sugar. I have made no estimate on that, because the claims are not in, and it would be a mere guess. By taking these claims that have been presented for bounty under the internal-revenue law, the amount for the sugar can be estimated, not including maple sugar.

There has been an increase in the accounts of the Fish Commission and Interstate Commerce Commission. The direct tax accounts also require a great deal of research and labor, and I have added here that should Congress decide to impose fines and penalties the work will be augmented tenfold.

There is always some natural expansion of the public business that makes settlements larger than the average. There is a marked increase in the diplomatic and consular service, as consulates are created from time to time, and while the appropriations have not been increased there has been a large increase in the foreign accounts. My honest conviction is that under the existing state of affairs we will require more force than we have. It would be a serious detriment if the three detailed clerks were taken from us.

The CHAIRMAN. What office are they detailed from?

Mr. GARRISON. One is from the Secretary's office, one from the Census Office, and I do not know where the other one is from, but from some Treasury bureau. We have had those all along. We had a number during the last administration and we have had these. We have had four sometimes and three at other times, and they were pretty good clerks.

The CHAIRMAN. Is any person detailed from your office to any other office?

Mr. GARRISON. No, sir; we go to the appointment clerk of the Treasury for those persons and say to him "If you can spare us such and such clerks, detail them to us." The Secretary generally does it when he can.

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As to the accounts of disbursing officers, while there is not much pressure or outcry for them, still it is important that they should be settled, for if there should happen to be a deficit or defalcation, the Government suffers. In that case matters must be quickly settled or the sureties will go to the courts and plead delay. As a general rule they get off.

The CHAIRMAN. The accounts of the weather bureau have been given to your office instead of the Second Comptroller?

Mr. GARRISON. Yes, sir.

The CHAIRMAN. How many clerks are required to keep that up?

Mr. GARRISON. I do not know. It is as much as the division can do to keep up and yet they are fairly up.

Mr. DINGLEY. You have naturally used all the increase which was given you in the last bill, and you have had more detailed to you besides?

Mr. GARRISON. Yes, sir; and most of the year we had four others detailed.

TREASURY DEPARTMENT, FIRST COMPTROLLER'S OFFICE,
Washington, April 20, 1892.

SIR: Referring to my statement of to-day before the Committee on Appropriations relative to the various classes of accounts settled in the First Comptroller's Office, and the nature and character of other work assigned by law to this Bureau. I beg to inclose herewith the annual report of the First Comptroller for the past fiscal year, and invite attention to pages 1 to 7, inclusive.

The Comptroller's report answers the questions propounded to me more completely and satisfactorily than could be done in my statement to the committee.

I deem it important to invite special attention to the work done in this Bureau, which is in no way connected with the office of any auditor, namely, total number of warrants received, examined, countersigned, entered on registers, and posted into ledgers during the past fiscal year, 62,384, involving \$2,319,820,575.38 (see page 4, Comptroller's Report); also requisitions and miscellaneous work enumerated on page 7 of the Comptroller's Report.

In the absence of the Comptroller, I desire to emphasize what I have verbally stated to the committee, that any reduction in the clerical force of this Bureau will necessarily cause the public business to fall behind.

Very respectfully,

J. R. GARRISON.
Acting Comptroller.

HON. WILLIAM H. FORNEY,
Committee on Appropriations, House of Representatives, Washington, D. C.

STATEMENT OF GEORGE P. FISHER, FIRST AUDITOR OF THE TREASURY.

Mr. HENDERSON. You are the First Auditor?

Mr. FISHER. Yes, sir.

The CHAIRMAN. We want to know if your force can not be reduced.

Mr. FISHER. You can do, of course, anything if you have the power to do it, but I think that our force can not be reduced without detriment to the public service.

The CHAIRMAN. You think that to carry on the business of the office efficiently you require the force that you have now?

Mr. FISHER. I am sure of that. We will require more, and I have recommended it three times. The reason I asked for it was because of the increment of business since the last increase of the office force was made—the increase of the accounts, and the fact that owing to that increase we have been compelled to bring our men back to work in the office at night. We have lost nine of our men since I came here some years ago.

The CHAIRMAN. How?

Mr. FISHER. By death.

The CHAIRMAN. You have supplied their places?

Mr. FISHER. Yes, sir; but it takes some time to do that under the civil service. The work is killing them. Two or three have died suddenly from paralysis, two or three with Bright's disease of the kidneys, and some from old age. We have had no increase of force. I have prepared a paper and if you will permit me I will read it.

Mr. DOCKERY. What does it cover?

Mr. FISHER. It is brief and it would be the shortest way to get at the facts. I will say that Secretary Foster has not indorsed my recommendation since he came into the office, but Mr. Windom indorsed it twice. This is the letter which I wrote to the Secretary. (The paper was submitted as follows:)

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TREASURY DEPARTMENT, OFFICE OF THE FIRST AUDITOR,
Washington, D. C., September 21, 1891.

SIR: I have the honor to hand you herewith estimates for appropriations for this office for the fiscal year 1893.

In submitting these estimates I again feel it to be my duty to call especial attention to the inadequacy of the clerical force now allowed by law to transact the constantly increasing volume of work devolving upon this office.

This matter was set forth with great particularity in connection with appropriations asked for the present fiscal year, and your predecessor, the Hon. William Windom, was pleased to recommend to Congress a certain measure of relief which failed, however, in accomplishing the desired end.

No addition to the force of this office has been made since 1885, when Congress increased the number of clerks by four. Since that time the work of the office has increased very much in many ways, notable among which I name: Establishing additional judicial district of Southern California, the subdivision of the western district of Missouri, the division of the late Territory of Dakota into two States, the creation of the district of the Indian Territory, also the Territory of Oklahoma, and the establishment of the Territorial Courts of Alaska.

The Chinese Exclusion Act largely increases the work in the examination and settlement of judicial accounts from various localities. Congress for several years past in making appropriations on account of fees and expenses of marshals, United States Courts, has provided that a large proportion of said appropriations shall, if used at all, be paid from the Treasury on settled accounts, as provided by section 856, Revised Statutes. This increases the work devolving upon this office very much, as will readily be seen.

All accounts for the purchase of sites and the erection of public buildings are audited in this office. A very large number of such buildings are now in process of erection and sites are constantly being purchased preliminary to the building of others. As it is the rule rather than the exception to appoint a disbursing officer for each particular building, the necessary rendering of accounts for settlement to this office is greatly increased. The accounts of the Department of Labor, the Interstate Commerce Commission, the Zoological Park in the District of Columbia, the Columbia Park, and for a new library building are all settled in this office. These accounts have all come to the office for settlement by reason of legislative enactment within the past few years and since any increase in the clerical force of the office.

The appropriations for the expenses of the District of Columbia have increased from \$3,500,000 in 1879, to nearly \$6,000,000 at the present time. This increase of expenditure demands in this office a corresponding increase of clerical labor in the examination of these accounts. The passage by Congress of the act of June 10, 1890, known as the Administrative Customs Act, together with the fact that a new tariff law has been enacted, calls for a large amount of additional clerical labor, as all accounts relating to customs are audited in this office. Accounts growing out of the World's Columbian Exposition, at Chicago, Ill., and the transfer by Congressional enactment of the Weather Bureau to the Department of Agriculture adds much to our work. In short, the constant and rapid growth of the country must necessarily, and does, greatly increase the civil business of the Government. As this office audits all civil accounts except those growing out of postal laws, foreign affairs, and internal revenue, it has been more largely affected than many other bureaus, the number of accounts settled in 1890 being more than double that of 1871.

My recommendations last year were as follows: One additional chief of division, one fourth class clerk, one third class clerk, one second class clerk, and a messenger in place of an assistant messenger. I again most earnestly urge upon you the manifest necessity for the additional clerical force named, and trust that you will recommend that Congress make the necessary appropriations to the end that the public business may be promptly prosecuted.

Very respectfully,

GEO. P. FISHER.
First Auditor.

THE SECRETARY OF THE TREASURY.

MR. DOCKERY. You refer to the transfer of the Weather Bureau to the Agricultural Department?

MR. FISHER. Yes.

MR. DOCKERY. To what department did that formerly belong?

MR. FISHER. To the Third Auditor's.

MR. HENDERSON. Did the Secretary comply with your recommendation?

MR. FISHER. Mr. Foster did not, but Mr. Windom did.

MR. HENDERSON. Have any clerks been detailed to your office?

MR. FISHER. No, but we have borrowed some from the Secretary's office from time to time.

Mr. DOCKERY. How far are you behind with current work?

Mr. FISHER. Not more than we ordinarily are. We endeavor to keep up as nearly as practicable. We have got to wait until the emolument accounts come in.

Mr. DOCKERY. Are there any inefficient clerks in your bureau?

Mr. FISHER. I do not know of one. We had some clerks when I first came there who had become inefficient by reason of much age, like myself.

Mr. DOCKERY. You had a clerk there two years ago who was 88 years old?

Mr. FISHER. Yes; he died some time ago. He was the only inefficient one we had, and I can not say he was entirely inefficient. The old man was weak and they detailed him to easy work.

Mr. DOCKERY. Do you mean to say that the death of these clerks was the result of overwork in your office?

Mr. FISHER. No, not exactly, but I have no doubt that one chief of a division died from overwork in the bureau. His death was brought on by hard and constant labor.

Mr. DOCKERY. At six hours a day?

Mr. FISHER. No, he came back at night. He was a man of pretty good physique, too.

STATEMENT OF J. N. PATTERSON, SECOND AUDITOR.

[Mr. PATTERSON was accompanied by Mr. THOMAS RATHBONE, chief of the book-keepers' division.]

The CHAIRMAN. Is the work of your office up at this time?

Mr. PATTERSON. We have eleven divisions in our office, and with the exception of the Indian and the pay and bounty divisions the work is as near current as it can be.

The CHAIRMAN. There was a large increase given to your office in the last bill?

Mr. PATTERSON. Yes.

The CHAIRMAN. Can not you dispense with some of that? Have you got through with that pension business yet?

Mr. PATTERSON. No, sir.

The CHAIRMAN. You have a force there for the purpose of restoring worn and defaced rolls and vouchers in the Second Auditor's Office?

Mr. PATTERSON. Yes.

The CHAIRMAN. Have you not finished up that work yet?

Mr. PATTERSON. No, sir.

The CHAIRMAN. What is the trouble?

Mr. PATTERSON. The trouble is that there are a great many more rolls to be repaired than we can repair, and they are constantly being worn out. Instead of being through with that work it would be economy to have it doubled. I would like to present one of the pay rolls as a sample of the condition in which they are in [exhibiting several rolls].

Mr. HENDERSON. Is that roll [indicating] an old company roll or a regimental roll?

Mr. PATTERSON. That is a roll that has been copied from an illegible roll.

Mr. HENDERSON. You are putting them now on durable paper?

Mr. PATTERSON. Yes; that is the only kind of paper we use now.

Mr. HENDERSON. When you get the copies made you retire the original rolls?

Mr. PATTERSON. The original rolls are filed away with a proper index so that if we have occasion to refer to the original to verify the accuracy of the copy we can put our hand upon it readily.

Mr. DOCKERY. What is this roll [indicating]?

Mr. PATTERSON. That is a roll of the second battalion of the Fourteenth United States Infantry for 1866. That specimen is a pretty bad one. It is a volunteer muster pay roll.

Mr. HENDERSON. Have you copied this roll [indicating]?

Mr. PATTERSON. Yes; that is a roll of Company G, Thirteenth Tennessee Cavalry; that is a muster-out roll.

The CHAIRMAN. Will you get through some of these days, or are the rolls worn out as fast as you make them?

Mr. PATTERSON. No, sir; but the old rolls are deteriorating; there must be an end to the copying some time.

Mr. HENDERSON. How many rolls are there in your office, regimental and company rolls?

Mr. PATTERSON. I suppose there are considerably over 1,000,000, and 50,000 of those are in bad condition. This one [indicating] is an extreme specimen, I will admit.

Mr. HENDERSON. What percentage of the 50,000 have you had copied?

Mr. PATTERSON. We have 50,000 that have not been copied.

Mr. HENDERSON. How many have you copied?

Mr. PATTERSON. I do not remember, but I can get you the number.

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Mr. HENDERSON. It is your intention to copy all of the million rolls, or only the imperfect ones?

Mr. PATTERSON. We will copy only those which can not be repaired. If the rolls are simply broken we repair them with tracing muslin. If they are in such shape as to be illegible, like the one shown you, then there is nothing to do but copy it.

The CHAIRMAN. You have had this force for about six or eight years and we have been paying about \$21,000 for the force. How many persons have you at work?

Mr. PATTERSON. About thirty.

The CHAIRMAN. How long will it take you to finish or to catch up?

Mr. PATTERSON. These rolls have to be sent to the comptroller. If a man thinks he has \$10 due him from the Government, he will require sometimes a dozen pay rolls. They are constantly being used by the clerks and must go to the comptroller. During the war, instead of furnishing the best linen paper for these rolls, they were written on poor paper, and in one handling they would sometimes break all up.

Mr. DOCKERY. When was this provision for restoring the rolls and vouchers first provided?

Mr. COURTS. It was in 1887.

Mr. DOCKERY. What defaced rolls are you now restoring or repairing?

Mr. PATTERSON. Such rolls as these (indicating).

Mr. DOCKERY. What is the character of those rolls; are they muster-in rolls or muster-out rolls?

Mr. PATTERSON. They are muster rolls and pay rolls of the army—the regular army and the volunteers. Our office is the custodian of all pay rolls made since 1817.

Mr. HENDERSON. Does that include muster-in and muster-out rolls?

Mr. PATTERSON. Yes, that would be part of it.

Mr. HENDERSON. And company rolls?

Mr. RATHBONE. There are no company rolls. It includes hospital and detachment rolls and all that class of work.

Mr. DOCKERY. Is a pay roll separate and distinct from a muster-in roll?

Mr. RATHBONE. A pay roll is an exact copy of a muster-in roll, except the pay roll has a column of the amount due the soldier. In other respects the muster roll and the pay roll are identical, and one is the copy of the other.

Mr. DOCKERY. Is there a muster-out roll?

Mr. RATHBONE. Yes, sir.

Mr. DOCKERY. Do you have that?

Mr. RATHBONE. We have the muster-out roll, technically speaking. It is filed in the War Department. The muster-out roll, which contains a payment column, is in the custody of the Second Auditor.

Mr. DOCKERY. These three classes of rolls—muster-in rolls, muster-out rolls, and pay rolls—are the rolls for which this provision is made?

Mr. RATHBONE. The only thing is the muster-in roll, which, properly speaking, is in the War Department, and we get a copy of that with the column showing the amount due to each man.

Mr. HENDERSON. This is a receipt on it, it being the original document?

Mr. RATHBONE. Yes, sir.

Mr. DOCKERY (to Mr. Patterson). I understand you are not able to state at this time how many of those rolls you have restored and repaired since 1887.

Mr. PATTERSON. I can furnish you the figures.

Mr. DOCKERY. You estimate that 50,000 rolls are imperfect?

Mr. PATTERSON. Yes, sir.

Mr. DOCKERY. Why is it not possible or practical to apply Maj. Ainsworth's card-index system to those rolls?

Mr. PATTERSON. It is both possible and practicable, if Congress will appropriate the necessary money.

Mr. DOCKERY. Have you ever made an effort to induce Congress to apply that system to these rolls?

Mr. PATTERSON. It has never been brought to the attention of Congress directly, so far as I am aware.

Mr. DOCKERY. What amount of money do you estimate would be necessary to apply that system to these rolls?

Mr. PATTERSON. Well, I can not answer that question off hand, but I will make an estimate.

Mr. DOCKERY. Do I understand that this work is increasing because the pay roll, which to-day may be perfect, by reason of the necessary handling may become imperfect or worn to-morrow, and that it will require to be restored under this provision?

Mr. PATTERSON. There is a probability of that; at least there is a possibility of it.

Mr. DOCKERY. Would you not consider it a matter of judicious economy to apply the card-index system to these rolls?

Mr. PATTERSON. In my individual opinion, most decidedly I would.

Mr. DOCKERY. But no effort has ever been made in this direction?

Mr. PATTERSON. That card-index system is a new system. I was unfavorably impressed with it when I first saw it, but I am now convinced that it could be profitably applied to the muster and pay rolls of the Second Auditor's Office. Here is one advantage of that: We have occasion to refer to the muster and pay rolls upon which the name of the soldier appears. Those pay rolls and muster rolls may be scattered around in twenty different parts of the office. Every pay roll can be card indexed and then when they are reassorted each man's card comes by itself, and if I wanted the military record of any soldier or anything else on the paper, we would take out the card from the bunch of cards, and there is the whole thing.

Mr. DOCKERY. Is not the very information you seek from these rolls already card indexed in Maj. Ainsworth's office?

Mr. PATTERSON. No, sir.

Mr. DOCKERY. What kind of information do you want from the roll?

Mr. PATTERSON. The information which has been card indexed in Maj. Ainsworth's is simply the military record of the soldier. We want the pay record and that can only be had from the original documents.

Mr. DOCKERY. The pay record is not carried by Maj. Ainsworth's card-index system?

Mr. PATTERSON. No, sir.

Mr. DOCKERY. What information do you usually desire to secure from that roll?

Mr. PATTERSON. From the rolls in our office we want to know how much money has been paid to any individual soldier for his services. We get that from our own rolls. In addition to that we have to go to the War Department to get his military record. That does not appear in our office. The Army was mustered every two months during the war, as a rule. Most of those rolls are sent directly to the War Department. During the war some companies and regiments were not paid every two months, and sometimes they were not paid for six months at a time. We had some cases where they were not paid for eighteen months. The rolls we have are simply muster rolls and pay rolls showing the payments for eighteen months, for instance. We have no information whatever of the military record for the intervening months.

Mr. DOCKERY. All you desire then (if I understand you, and if I do not please correct me, for I do not want to misstate it) is the payment made to the soldier?

Mr. PATTERSON. And also whatever remark may be on the roll explaining why it was made, or if there is anything in reference to deductions made from the soldier's pay.

Mr. HENDERSON. How about claims for loss of horses?

Mr. PATTERSON. Those claims would go to the Third Auditor's Office.

Mr. DOCKERY. The paragraph also provides for restoring and repairing "vouchers." What vouchers are those?

Mr. PATTERSON. Vouchers upon which payments were made to individuals, soldiers, and officers.

Mr. DOCKERY. How many of those have you in the office?

Mr. PATTERSON. Several million.

Mr. DOCKERY. Are any considerable number defaced or imperfect?

Mr. PATTERSON. Only a small percentage.

Mr. DOCKERY. How many men have you in the office engaged in this work?

Mr. PATTERSON. Thirty.

Mr. DOCKERY. Have you had that force since 1887?

Mr. PATTERSON. I do not remember exactly, but we have had about that number.

Mr. DOCKERY. Are those men under civil service?

Mr. PATTERSON. Two of them passed the civil service, but the others did not.

Mr. DOCKERY. What are the salaries paid to those thirty persons?

Mr. PATTERSON. There are two at \$900, ten at \$840, and nineteen at \$660. All this work is done in the division of inquiries and replies. We have adopted with this same force a system similar to the Ainsworth card system. We have 985,181 cards, and we are at work on them now. We apply it on the muster and pay rolls, but not on the detachment and Paymaster-General's rolls. We have card indexes of those books where payments are made to individual men. If we desire to find a man's name we simply turn over one to fifteen bunches, the same as Major Ainsworth does in the Surgeon-General's Office. Those are all carded. We found in the books which we copied 10 per cent of errors; that is, we could not have found 10 per cent of the names of the soldiers from the books before we provided to find it by this system. Those books are all finished, and we are still working on the system in carding and copying them.

Mr. HENDERSON. It is a copy in a condensed form?

Mr. PATTERSON. It is an improvement over a copy. That makes 1,500 to 2,000. I have reports from every division except two on that subject. When I commenced this system there were 3,200 unanswered calls. I called the attention of the chiefs

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to the matter and told them that we would have to make this current business, or current within twenty-four hours. Last evening, the 19th of April, there were only 63 unanswered calls in the office. When I began two years ago there were 3,200, and never less than 2,400. I required that copying to be done. In addition to that we have made these cards and systemized and arranged the files.

The CHAIRMAN. You had a force continuing the adjustment of accounts of the Soldiers' Home in the office of the Second Auditor for about six or seven years?

Mr. PATTERSON. Yes.

The CHAIRMAN. What is the condition of that now? Have you got through with that work?

Mr. PATTERSON. That is nearly up. There are about six clerks employed in copying, carding, and indexing in the parts of the office where their capacity would allow of it. The work is of such a character that we can put but a few to work on it. The work is intricate and scattered.

Mr. HENDERSON. Explain this Soldiers' Home work.

Mr. PATTERSON. The Soldiers' Home account is money forfeited by desertion and money unclaimed by soldiers of the regular Army, which goes to the Soldiers' Home. It has gone to the Soldiers' Home subsequent to 1881. If we should go back of that date, I am told we would get millions of dollars. I think Mr. Rathbone figured that up. The law only applies subsequent to 1881.

Mr. HENDERSON. You are closing that work up?

Mr. PATTERSON. We take every roll and go through and find the desertions and forfeitures and persons who have died intestate or have no heirs. If the heirs afterwards come forward that money is paid.

The CHAIRMAN. The Government is allowing interest on that fund?

Mr. PATTERSON. I judge so.

The CHAIRMAN. How much is the fund at this time?

Mr. RATHBONE. There is \$2,465,638.83.

The CHAIRMAN. The Government is paying interest on that?

Mr. RATHBONE. Yes, sir; 3 per cent.

The CHAIRMAN. Do I understand the Auditor to say he is pretty much up with that work?

Mr. PATTERSON. From 1881 down to 1890 the law provides that 12½ cents of the pay of each soldier is retained, and all of the forfeitures which have been made in that time.

The CHAIRMAN. That is for adjustment of the accounts of the old work subsequent to March 3, 1881?

Mr. PATTERSON. Yes, sir.

Mr. DOCKERY. Would you require that force if you were up with that work?

Mr. PATTERSON. There are, I think, only two men at work on that at this time.

Mr. DOCKERY. Will two men be able to keep up the current work under this paragraph?

Mr. PATTERSON. I think they can.

Mr. DOCKERY. What are you doing with the force?

Mr. PATTERSON. They are working on cards and rolls.

Mr. DOCKERY. Who are now engaged on the work indicated by this paragraph?

Mr. PATTERSON. I will say that on that particular roll there is no one employed; Mr. Demaine and Mr. Hudnell are paid on that roll.

Mr. DOCKERY. What compensation do these men receive?

Mr. PATTERSON. One gets \$1,200 and the other \$1,000. Then there is a chief of division and an assistant chief.

Mr. DOCKERY. How do you pay \$1,200 when the highest compensation is fixed at \$840?

Mr. PATTERSON. He does not belong in that paragraph. The persons on those rolls are not all competent to do the work. I put them at work according to their ability and capacity.

Mr. DOCKERY. From what fund is that \$1,200 clerk paid?

Mr. PATTERSON. He is paid by the Soldiers' Home.

Mr. DOCKERY. By the Soldiers' Home?

Mr. PATTERSON. Yes, sir.

Mr. DOCKERY. How is the \$1,000 clerk paid?

Mr. PATTERSON. He is on our regular roll, on the force of the \$1,000 clerks.

Mr. DOCKERY. Then, as I understand you, the clerks provided under this paragraph are not employed on that work?

Mr. PATTERSON. Not now. Those men are not on that work at this date. Mr. Sims is employed in the pay and bounty division.

Mr. DOCKERY. Have you authority to make that sort of transfer?

Mr. PATTERSON. I think so.

The CHAIRMAN. The Secretary has the right to transfer from one place to another.

Mr. PATTERSON. I think he has under section 166. Having a certain class of men I must put them where they will do the most work.

The CHAIRMAN. You have had a force of twenty clerks in your office heretofore rendered necessary by the increased work in pension cases; have you need for all that force at this time?

Mr. PATTERSON. Yes, sir.

The CHAIRMAN. The new pension bill still requires them.

Mr. PATTERSON. Yes. I do not mean to say that those particular clerks are on that particular work; it would be impracticable to do that. Some might be put on the new pension claims. Some men we might send up to the Department, and it would be like sending a boy to mill when he did not know where the mill was. We have to select those who are competent for that work. The pay and bounty division has 45,600 claims unadjusted. If I find a man is smart and keen I put him on that work. He must be there five or six months before he can settle a claim without help. I have worked constantly to find men to do that. We are losing most of our best men. If a man studies law or medicine he goes out of the division, and then we have to teach a new man. I have asked for no more force, but it would be well to have it.

Mr. HENDERSON. This paragraph says "For additional force on accounts of Soldiers' Home, Second Auditor's office, under section 4818 of the Revised Statutes, seven clerks at \$840, one at \$720, six at \$620." Did I understand you to say, in answer to a question of Mr. Dockery's, that this work is all done?

Mr. PATTERSON. No, sir; not all done.

The CHAIRMAN. He has got none of that force at work.

Mr. HENDERSON. It does not name any particular clerks.

Mr. PATTERSON. That work will never be finished, because every soldier has 12½ cents deducted from his pay, and there is a certain income from desertions—that money goes to the Soldiers' Home account.

Mr. HENDERSON. You are continuing the accounts for soldiers' homes?

Mr. PATTERSON. There are two clerks employed in it, but we use the paymaster's division to assist in the current work.

Mr. HENDERSON. You are continuing the accounts of the Soldiers' Home?

Mr. PATTERSON. We use two clerks in particular, but we use the paymaster's division to assist in that current work.

Mr. DOCKERY. Are you up with the current work? You say two men only are required to continue the adjustment work.

Mr. PATTERSON. Yes, sir; there is a chief of division and an assistant man, Mr. Charles, who revises the work and assists in it.

Mr. DOCKERY. Twenty-one thousand dollars is ample for the repair of worn-out vouchers?

Mr. PATTERSON. I could employ twice the amount of clerks with advantage to the Government and the survivors. I will go along the best I can with that force. I have made a million cards, and I am going to continue making them.

Mr. HENDERSON. The entire force is constantly employed, and you could properly employ more than you have.

Mr. PATTERSON. Yes, sir; I could.

Mr. DOCKERY. But it would not be in the work of repairing worn-out and defaced rolls and vouchers?

Mr. PATTERSON. I could use twice that amount properly.

Mr. DOCKERY. You might, if the purpose was to do the work in one year, but the force appropriated for under that paragraph is not being used for the work?

Mr. PATTERSON. No, sir.

Mr. DOCKERY. Now, suppose that Congress should determine to continue that work just as it has been done, at \$21,000 a year, and give you two clerks for continuing the adjustment of accounts for Soldiers' Home work, what language would you desire in this paragraph to authorize you to continue the work?

Mr. PATTERSON. I should put those clerks in some other place. They are all employed profitably in the office. One of them is on pay and bounty; one of them is working on Pension Bureau inquiries and replies, answering pension calls from the Pension Office, from members of Congress and from claimants; one of them is employed in indexing the Paymaster-General's accounts and accounts of the paymasters of the Army; one of them is employed as a typewriter in writing out the findings of the claims in pay and bounty cases; that is, after the account is settled. We have to inform the claimant or the attorney in detail. That lady writes from 40 to 50 letters a day. If she should be left out, somebody else would have to do that work, and it would deteriorate our force.

Mr. DOCKERY. Are these clerks under civil-service rules?

Mr. PATTERSON. They are under the civil-service rules, with the exception of one young man who was in the office when I came into it, appointed by my predecessor.

Mr. DOCKERY. It seems to me that Congress ought to understand what the clerks are doing. If Congress desires to do that work, very well; but here is a force provided in this paragraph that is to do a given work, and instead of doing that special work is wholly transferred to other work. I therefore suggest that the Auditor send in writing a statement showing just how that force is employed.

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Mr. PATTERSON. I can tell you in a moment, right now. There are three of them employed in making these cards or a similar kind of work. Some are employed in repairing the rolls and some in the pay and bounty work. One of them is at work in looking up pension business.

Mr. DOCKERY. What do you mean by "looking up pension business?"

Mr. PATTERSON. They send up to us from the Pension Office requests for information. We have a great many calls from members of Congress, and that man works on that business.

The CHAIRMAN. You said a little while ago that you had a clerk employed at your office who is paid by the Soldiers' Home.

Mr. PATTERSON. Yes, sir.

The CHAIRMAN. What do you mean by that?

Mr. PATTERSON. He looks these accounts up, so that the money can be made available. They are willing to employ that clerk, and they pay him from their funds.

The CHAIRMAN. Do you think that is right, that the Government should allow a man to find out what the Government owes to people?

Mr. PATTERSON. I could not say. The man is at work examining these accounts.

Mr. HENDERSON. He is not named in any appropriation bill.

Mr. PATTERSON. He is not.

The CHAIRMAN. He is there for the purpose of ascertaining how much the Government owes to certain claimants, and is getting access to the papers. Do you think it is right that anybody should be allowed to examine those rolls and papers?

Mr. PATTERSON. All this man has to do is to take the pay roll, and here is a man marked as a deserter. He goes and ascertains how much is due to that man, and that money goes to the Soldiers' Home. He is no more than a plain clerk, just the same as any other clerk in the office, and his time is kept. He is under the same restrictions as other clerks.

Mr. HENDERSON. And under the orders of your office?

Mr. PATTERSON. I could not say as to that. He was put in under the last administration and has been kept, although there is a good deal of pressure to get him out.

Mr. DOCKERY. Why?

Mr. PATTERSON. On account of politics. He was put in under the Democratic administration and has been kept there.

The CHAIRMAN. The question is whether he ought to be allowed to examine these papers, and it is not a question of politics.

Mr. PATTERSON. The question of politics makes no difference. Our work is constantly increasing, and I could give you the figures. There is plenty of work there, and it will compare favorably with the work of any of my predecessors.

Mr. DOCKERY. Do you not think you can safely reduce this force without detriment to the public service?

Mr. PATTERSON. You would not get so much work done. Here are 45,000 claims for pay and bounties, and almost every member of Congress, attorney, and claim agent is pressing to know why it is not done.

Mr. DOCKERY. How far are you behind in pay and bounty claims?

Mr. PATTERSON. Two years, if there was not another claim to come in.

Mr. DOCKERY. What is the occasion of that delay?

Mr. PATTERSON. I can not say, except that everybody who had a relative or ancestor in the Army thinks there must be something due him, and they put in claims. Instead of materially decreasing, the work keeps right along, even up with us.

Mr. DOCKERY. How many claims are now unadjudicated on that account?

Mr. PATTERSON. In round numbers, 45,000.

Mr. DOCKERY. Why can not those claims be brought up at once and adjudicated?

Mr. PATTERSON. We have used the pay rolls time after time.

Mr. DOCKERY. Is it because of the necessary time involved in handling the pay rolls?

Mr. PATTERSON. We can perform only so much work. All this work goes to the comptroller, and we have kept up with him.

Mr. DOCKERY. There has been no special delay in the last year or so in your department?

Mr. PATTERSON. No, sir.

The CHAIRMAN. Does it go to the original claimants or some one else?

Mr. PATTERSON. Some are original claimants and some are heirs—either father, mother, brother, or sister.

Mr. DOCKERY. Are you behind with the current work of the Pension Department?

Mr. PATTERSON. No, sir; I do not think we are. They are coming in day by day, and what comes in to-day we answer to-morrow. Any information called for is immediately attended to.

Mr. DOCKERY. If there has been any delay in the adjudications of pensions it has not been caused by your office?

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Mr. PATTERSON. We have only twenty-one unanswered calls from the Pension Office at this time, and they will be disposed of to-day, unless in cases where the papers are out of the office.

TREASURY DEPARTMENT,
OFFICE OF THE SECOND AUDITOR,
Washington, D. C., April 21, 1892.

SIR: In accordance with a verbal request from your committee, I have the honor to furnish the following information concerning the copying and repairing of muster and pay rolls, from July 1, 1886, to March 31, 1892:

Number of muster and pay rolls and vouchers repaired.....	31,863
Pages of mutilated and defaced muster and pay rolls copied	15,546
Pages of paymasters' abstracts of disbursements copied	28,042

With regard to the last item, I will remark that an abstract of disbursement, being in the nature of an index to the accounts with which it is filed, is necessarily very frequently referred to. From constant use many abstracts of payments to volunteers during the late war had become so much worn and defaced that it was found absolutely necessary to recopy them.

Respectfully yours,

J. N. PATTON,
Auditor.

The CHAIRMAN COMMITTEE ON APPROPRIATIONS,
House of Representatives.

STATEMENT OF WILLIAM H. HART, THIRD AUDITOR.

The CHAIRMAN. I see that you have reduced your force by one chief of a division?

Mr. HART. I have reduced the force by one chief every year for three years.

The CHAIRMAN. I now want to get you down on clerks. Are you up with your work?

Mr. HART. We are falling behind in pension work. We adjudicate all pension payments made in the United States, and the increase of that work, by reason of the act of June 27, 1890, has largely increased the rolls. Every additional pensioner put on the rolls means four vouchers a year, not only to examine, but to enter the voucher. We keep a regular account with each pensioner in the United States. We have over 800 names on our rolls. The Third Auditor audits all claims on account of pensions, all army officers' accounts, and engineers', and quartermasters', and commissaries' accounts, everything under the river and harbor bill, as well as horse claims. We have to audit all claims for commutation of rations, and all claims arising out of the war which are not barred by statutes.

Mr. DOCKERY. What do you mean by auditing pension claims?

Mr. HART. We take the vouchers returned by the pension agents and compare them to see that they are correct; that is, we take the amount allowed each pensioner monthly and compare the voucher with our books.

Mr. DOCKERY. Your books show the amount allowed each pensioner, and when the vouchers are returned they are compared with your books?

Mr. HART. Yes, sir; to see that the abstract that the pension agents return to us correspond, and we enter the contents of that voucher opposite the pensioner's name on our books, no matter whether it is \$12, \$24, or any other amount.

Mr. DINGLEY. And you adjust claims on account of the pensioner's last sickness?

Mr. HART. Yes, sir.

Mr. DOCKERY. Is that clerical work, or is it merely the work of comparing papers?

Mr. HART. Part of it is comparing papers. Of course, if you take the general run of our work, there is more or less of it which is of a judicial character.

Mr. HENDERSON. Explain about the adjustment of the accounts of the last illness.

Mr. HART. The law provides that where a pensioner dies with accrued pension, leaving no heirs, and where the expenses of his last illness and death are borne by outside parties, this accrued pension goes to pay those persons.

Mr. HENDERSON. It is simply to reimburse the parties who bear the funeral and other expenses?

Mr. HART. Yes, sir.

Mr. HENDERSON. What evidence do you require of that disbursement by outside parties?

Mr. HART. The physician's certificate as to his last sickness; and then we require receipts for any medicines, attendance, nurses, and anything that is claimed.

Mr. HENDERSON. Does that have to be verified?

Mr. HART. Yes, sir.

Mr. HENDERSON. Is there any prescribed form for that?

Mr. HART. There is a verified statement, but there is no regular form for it.

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Mr. DINGLEY. It is only payable to the extent of the accrued pension?

Mr. HART. Yes, sir; it can not exceed that, and where there is an excess it lapses into the Treasury.

Mr. HENDERSON. How do you account for this increase of this class of claims?

Mr. HART. It is on account of the natural increase in the ages and deaths of soldiers. As the soldiers grow old, of course the percentage of deaths will increase. Three years ago it was about 200, and in the last two months it has risen in number to about 400 a month. We have received about 220 reimbursement claims so far this month.

The CHAIRMAN. Do you think the force you have now is required to keep up with this work?

Mr. HART. I could use additional force.

The CHAIRMAN. I am trying to reduce.

Mr. HART. We can not reduce the force without impairing the efficiency of the service as to pensioners. As they are added to the rolls it necessarily increases our work. It requires the time of six clerks to settle and enroll the names. I mean that number are required to attend to the pension books for the claims that are allowed from one month to another. There is no class of work in our office that is decreasing except the horse claims. Of course those were barred by the statutes last August. It is in that division that I propose to reduce a chief.

Mr. HENDERSON. You reduced two last year, and this year you reduce only one.

Mr. HART. We can reduce only one this year, and that will be in the horse-claims division. I will be able after the 1st of July to take two clerks from that division, and they will be put on pension work.

Mr. DOCKERY. Did you recommend a reduction to the Secretary?

Mr. HART. Yes, sir.

Mr. DOCKERY. Are any of your force inefficient?

Mr. HART. We have one clerk who has had a substitute for several years. It is a case that has been before the Secretary and before this committee. The gentleman's name is Gen. Edwards. He is an old soldier of two or three wars. He has been bed-ridden for years, and if he has to go out of our service it will be the same as sending him over to the asylum.

Mr. DOCKERY. What is his salary?

Mr. HART. He gets his proportion of \$1,200.

Mr. DOCKERY. What does the substitute get?

Mr. HART. The substitute gets \$700 and the clerk gets \$500.

Mr. DOCKERY. Is Gen. Edwards drawing a pension?

Mr. HART. I couldn't tell you, but I think he is; though I am not sure.

Mr. HENDERSON. When were the horse-claims barred?

Mr. HART. The 13th of last August. We have now 3,600 of those cases.

Mr. DOCKERY. What part of your force has been employed on these horse-claims?

Mr. HART. For a year or two we have had five clerks on those claims; but I will take part of those off on the 1st of July and put them on pension work.

STATEMENT OF JOHN R. LYNCH, FOURTH AUDITOR OF THE TREASURY.

The CHAIRMAN. You want some changes in your clerks?

Mr. LYNCH. Yes, sir; I have made a recommendation that two \$800 clerkships be abolished, and one \$1,600 clerkship be established in lieu of those. The result would be one clerk instead of two, with the same aggregate pay.

The CHAIRMAN. State the reason for that.

Mr. LYNCH. The reasons are these: The work in at least three divisions of the office is of such a character as to require a very high order of clerical talent, and we can not get that, as a rule, in low grade clerks. But the principal reason, aside from that, is that in low grade clerks there is a good deal of instability in the force. Take a clerk that gets \$800 and he is always on the lookout to get a better place. He generally succeeds. If we get a poor clerk, he sticks.

Mr. HENDERSON. Does the \$800 clerk come under the civil-service rule?

Mr. LYNCH. Yes, sir. For instance, I succeeded a few weeks ago in getting an excellent young man at \$800, and he was just the kind I wanted. He was one of the best in the service; but \$800 was the best pay I could give him and I could not keep him. That was Mr. Rich. After being in the office a week or two there was an opening at \$900 in the office of the Treasurer, and he went there.

Mr. DOCKERY. How?

Mr. LYNCH. By transfer.

Mr. DOCKERY. By whose direction?

Mr. LYNCH. It is this way: For instance, here was a clerk in my office and he is a good one. That fact becomes known because he makes it known. When a vacancy occurs in a grade above, that Bureau may ask for that clerk to fill that vacancy. If the Secretary approves it, it is done. As a general rule, the chief does not like

to lose such a man, but it would be an ungracious act if he should refuse when he knows the man is capable. We do that, although it is against the efficiency of the service.

The CHAIRMAN. I see that you report one clerk as being inefficient.

Mr. LYNCH. Yes, sir; he is away permanently and a substitute is employed in his place.

The CHAIRMAN. Who takes this clerk's place.

Mr. LYNCH. This substitute is not employed in my office, but he is on my roll. The absent clerk is an old man. He was appointed by President Lincoln, on the recommendation of Lyman Trumbull. When I came into the office, he was a \$900 clerk and he was reduced to \$800.

The CHAIRMAN. They allowed him to put in a substitute?

Mr. LYNCH. Yes, sir.

Mr. HENDERSON. His name remains on the list; the substitute does the work and they divide the pay?

Mr. LYNCH. Yes, sir; if my recommendation shall be carried out he will be the one dropped at the end of this fiscal year. If that is done, his relatives will have to provide for him.

Mr. DOCKERY. Are his relatives able to do so?

Mr. LYNCH. I don't know.

Mr. DOCKERY. That is virtually the establishment of a civil pension list.

Mr. LYNCH. To that extent I presume it would be so regarded.

Mr. HENDERSON. How long has this substitute been in the office?

Mr. LYNCH. He has been there less than a year. The clerk has not been doing very much since I have been in the office. He has not been out of the office more than twelve months.

Mr. HENDERSON. It is customary, when a clerk is sick, to have some of his relatives take his place and do the work.

Mr. LYNCH. That is done. We apply to the Civil Service Commission for substitutes.

The CHAIRMAN. You have charge of Navy accounts, I believe.

Mr. LYNCH. Yes, sir.

The CHAIRMAN. Is your work up?

Mr. LYNCH. It is, except copying official letters. That work is twelve months in arrears; otherwise the work is pretty well up.

The CHAIRMAN. You mean copying the letters into some books?

Mr. LYNCH. All of the official letters from the office that contain any information relative to the work of the office have to be copied into the permanent records of the office.

The CHAIRMAN. That is the work which is behind?

Mr. LYNCH. Yes, sir; aside from that the work of the office is pretty well up with the present force.

Mr. DOCKERY. What number of your force are employed on sea-pay and receiving-ship claims?

Mr. LYNCH. That comes under the claims division.

Mr. DOCKERY. What number of your force are employed on that work?

Mr. LYNCH. There are about seven clerks in that division. The Fourth Auditor audits all of the claims growing out of service connected with the Navy.

Mr. DOCKERY. This is a special class of claims for sea duty?

Mr. LYNCH. It is not special. It goes on from year to year. The claims that come before the claims division are, as a rule, applications for bounty, for arrears of pay, commutation of rations, mileage, longevity, and so on. All applications of that kind are settled in the claims division. Then we have the paymaster's division, which is one of the most important in the office; they audit accounts of paymasters afloat, where paymasters are on the vessel at sea. Those accounts are returned to the Fourth Auditor's Office, where the vouchers are compared and the accounts are adjusted. The Navy pay and pension division correspondence in that office, the Third Auditor explained in regard to the work in his office.

Mr. HENDERSON. Was there not some special legislation about longevity pay?

Mr. LYNCH. The act of 1883 was construed by the courts, but that construction was contrary to the one placed upon it by the accounting officers of the Treasury, which went to the extent of allowing the claims for longevity service for time immemorial; but a few years ago there was a proviso put on an appropriation bill which prohibited the payment of any such claims that accrued prior to the 17th of July. That is still in force by reason of the provision in your appropriation bill, and has been for a few years back.

The CHAIRMAN. What was the necessity for the increase of your force between 1890 and 1892?

Mr. LYNCH. It was chiefly on account of the new pension legislation. The Fourth Auditor's Office, with regard to Navy pensions, sustains about the same relation to the Pension Office that the record and pension division of the War Department sus-

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tains in regard to service in the Army. We have applications continually as to pension service in the Navy, as to history, etc. They were twelve months in arrears when I came into the office, and I insisted that we should catch up with that work. It is now up to date. We are still in arrears in the recording of official letters for the reason that not having force enough to keep that up, and I deemed it more judicious to let that go than to let the other work go. I deemed it a matter of justice to the soldiers and their heirs.

Mr. DOCKERY. What proportion of your force is employed in auditing accounts of sea and shore duty pay on ships? What number is employed in that special work?

Mr. LYNCH. I do not regard it as a special work. That work is as liable to come to one clerk as another.

Mr. DOCKERY. Do you know what number will be required to audit those claims from this time on?

Mr. LYNCH. We have seven clerks now in the claims division.

Mr. DOCKERY. About what proportion of time are they occupied in auditing these claims, or how many men would be occupied in auditing these claims?

Mr. HENDERSON. Suppose we should cut these claims off?

Mr. LYNCH. They are all practically disposed of now.

Mr. DOCKERY. How many are there?

Mr. LYNCH. I don't know; but the reports will show. I did not classify them.

Mr. DOCKERY. Do you remember the claims audited on this account last year?

Mr. LYNCH. I could give the number on file and not audited all together. You don't mean of that particular description?

Mr. DOCKERY. Yes; of this description?

Mr. LYNCH. They are insignificant compared with the others.

Mr. DOCKERY. Have you audited two or three thousand?

Mr. LYNCH. Not so many. We would not average more than a dozen a month of that class. They are almost all disposed of.

Mr. DOCKERY. Are you compelled to audit those claims?

Mr. LYNCH. Yes, sir.

Mr. DOCKERY. Suppose Congress should not allow those claims?

Mr. LYNCH. It wouldn't make a particle of difference.

Mr. DOCKERY. How many do you audit a month?

Mr. LYNCH. Not more than a dozen.

Mr. DOCKERY. About how many a year, 150?

Mr. LYNCH. If you want the exact figures I can send them to you.

Mr. DOCKERY. I wish you would. In other words, the point is this: Congress has for three sessions refused to pay those claims, and it therefore seems unwise to continue a force auditing claims of that kind. In that view I would like to know the number of claims audited and the amount, as well as the number of clerks employed, so that if Congress should decide not to allow the further auditing of these claims we would have all information necessary to intelligent action.

Mr. LYNCH. It would not make any difference in the force required in our office.

Mr. DOCKERY. Will you give the number allowed for the fiscal year 1891, and also the amount carried by the allowance?

Mr. LYNCH. You mean those upon which payment has been refused?

Mr. DINGLEY. And give the number for 1892 also.

Mr. HENDERSON. Give them up to date.

Mr. LYNCH. Very well; I will give them for the past twenty-four months. You want the number of claims of that character that we have audited, the payment of which Congress for three years has refused.

Mr. HENDERSON. I understand that if those claims should be cut out you would still require your present force?

Mr. LYNCH. Yes, sir.

Mr. DINGLEY. What was your request with reference to clerks?

Mr. LYNCH. I have two \$800 clerks, and my recommendation is to reduce the number of \$800 clerks by one and give me one \$1,600 clerk in place of both those. I am unable to get the kind of material I want.

TREASURY DEPARTMENT, FOURTH AUDITOR'S OFFICE,
Washington, D. C., April 21, 1892.

SIR: Agreeably with your instructions I have examined the records and find that since January 20, 1890, one hundred and forty-two claims for difference of pay on receiving ships have been adjusted in this office which, under what is known as the "Chandler proviso" are not payable, because the service dates prior to July, 1880.

About one-fourth of the above number had sums due which came within the prescribed time for payment.

Very respectfully,

B. P. MIMMACK,
In Charge of Record Division.

- Hon. FOURTH AUDITOR.

STATEMENT OF L. W. HABERCOM, FIFTH AUDITOR.

The CHAIRMAN. Can you reduce your force any?

Mr. HABERCOM. There is no possibility of doing that without seriously crippling the work of the office. We have been really overburdened with work. The census has given us a great deal of work. The direct-tax claims have been bothersome, in some cases, and the tobacco rebate claims and sugar-bounty claims have come upon us, and we have been having detailed force.

The CHAIRMAN. Won't you catch up by the 30th of June?

Mr. HABERCOM. We will get through with a detail of additional clerks.

The CHAIRMAN. Where from?

Mr. HABERCOM. We have one from the Secretary's office and one from the Sixth Auditor's Office. In addition to that, our clerks work at night. I am determined to keep up the work if we are compelled to work at night. They are doing that very cheerfully. I have been compelled to do that to get rid of the work. There has been a clamor in reference to these sugar-bounty claims. After we get up it will be hard for us to keep up.

Mr. DOCKERY. Do you mean to say that you require clerks to work more than six hours a day?

Mr. HABERCOM. Yes, sir; some of them work half of their time. They go to the office at 6 o'clock at night, especially the clerks on the diplomatic accounts, in order to keep up with the work.

STATEMENT OF T. B. COULTER, SIXTH AUDITOR.

The CHAIRMAN. It has been suggested that you will ask Congress to give you 60 clerks additional to the present force?

Mr. COULTER. Yes, sir.

The CHAIRMAN. We want to know if you need all this additional force that you had?

Mr. COULTER. I have a letter almost prepared, asking for 60 additional clerks. I will explain that in this way: There has been a bill introduced in the Senate (and I think it has passed), and if this bill becomes a law—and I think there is a great deal of sense in it—I can get along with 20 in place of 60; but if it is not passed, and the business is conducted on the present basis, if I do not get 60 additional clerks I might just as well shut up my office.

The CHAIRMAN. We gave you 30 assorters of money orders. Is that work behind?

Mr. COULTER. We were behind six or seven years; but we have now got to a point where we can make settlements. We get a million and a half money orders each month.

The CHAIRMAN. You got 65 additional employes last year?

Mr. COULTER. Yes, sir; and if Congress makes provision for 35, it will be necessary to put them at that work.

The CHAIRMAN. What is the bill of which you have spoken?

Mr. COULTER. The present law authorizes the Postmaster-General to have money-order offices report weekly, semiweekly, or daily, the operations of their business. This bill provides that that shall be done monthly, semimonthly, semiweekly, or daily. That would make a great difference in the operations of the office. It would be worth \$250,000 in two years to the Government. It would not make any change in financial operations.

Mr. HENDERSON. In what way?

Mr. COULTER. In the number of books and blanks purchased, and the labor employed.

The CHAIRMAN. Can you send a provision to put into this bill relative to that?

Mr. COULTER. I have it here now. It was introduced in the House or the Senate, and I will explain it to you. The reports from money-order offices are now made under section 4044 of the Revised Statutes.

Section 4044, Revised Statutes, provides "that the Postmaster-General shall require postmasters at money-order offices to render weekly, semiweekly, or daily accounts." If this is amended to read "monthly, semimonthly, semiweekly, or daily," no other legislation is needed. The blanks for these statements cost \$3 to \$4.50, per 1,000. There will be about 25,000 offices, of which 22,000 can render statements semimonthly instead of weekly. Thus the saving will be in a single year about 1,000,000 blanks, costing \$4 per thousand. Also, a saving of 240,000 registered packages per year, and of the cost of the envelopes, etc., used in the registry business. Also, a saving of a heavy expense in the superintendent's office for record books, clerks, etc.

Mr. DOCKERY. What do you want that for?

Mr. COULTER. When a postmaster makes a return of the business of his office in money-order transactions it comes to my office, and it requires the same amount of

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force to audit and treat that statement, representing two transactions, that it costs to treat a statement representing twenty transactions. In other words, it is just as easy for a clerk to write \$87, as it is to write \$8, besides the saving in space for files and books.

The CHAIRMAN. You say it would save the Government \$250,000 in two years?

Mr. COULTER. Yes, sir; the blanks cost from \$3 to \$4.50 a thousand; and with the proposed increase in money-order offices there will be on the 1st of July 15,000 offices, using 25,000 blanks each a year. It would save a million blanks alone, which cost \$4 a thousand. It would save an immense amount in books. We will soon have to make requisitions for books, as we do not wait for Congress to act upon that. We will have 15,000 offices in operation on the 1st of July. We must put in our requisitions for books within thirty days, and if we do not need them the books might as well be thrown into the river. They will cost several thousand dollars.

Mr. HENDERSON. Please state now how often the offices under discussion are required to report.

Mr. COULTER. Every week. We get a statement from each of the offices in the country once every week.

Mr. HENDERSON. What else does the law require?

Mr. COULTER. They may be required to make daily reports. That is all right so far as the Presidential offices are concerned, but when we come to handle these frequent reports from fourth-class offices it is not necessary.

Mr. HENDERSON. How often have fourth-class offices to report?

Mr. COULTER. Every week.

Mr. HENDERSON. Some report every day.

Mr. COULTER. The Postmaster-General might require them to report every day.

Mr. HENDERSON. The executive offices report daily?

Mr. COULTER. No.

Mr. HENDERSON. How often are executive offices required to report?

Mr. COULTER. I think none are required to report more than once a week.

Mr. HENDERSON. How often is it necessary for the fourth-class offices to report?

Mr. COULTER. Once a month.

Mr. HENDERSON. How often should the executive offices report?

Mr. COULTER. Once a week.

Mr. HENDERSON. Who introduced this bill in the Senate?

Mr. COULTER. Senator Carey. I will read a letter written by the chiefs of my divisions, who are constantly employed in this work. I told them to make a report to me, in view of these facts, and here is the letter they wrote.

TREASURY DEPARTMENT, OFFICE OF THE AUDITOR OF THE TREASURY FOR THE POST-OFFICE DEPARTMENT, *Washington, D. C., April 11, 1892.*

SIR: In compliance with your request of the 9th instant for an estimate of the additional force required in the money-order divisions of this office to dispose of the increased work consequent upon the extension of the money-order system from 10,500 to 15,000 accounts during the ensuing fiscal year, we beg leave to submit the following statement:

(1) *Inspecting division.*—This division will require 15 additional clerks to handle the statements of 15,000 money-order offices if they are all rendered weekly, as at present. A proposition to change the period for which domestic money-order offices shall render statements from weekly to semimonthly is now under consideration in the office of the superintendent of the money-order system. If this change is adopted it is believed that the work of this division can be kept current without additional force.

(2) *Recording division.*—This division, under the existing methods, will require 14 additional registers, 3 additional file clerks, and 3 additional assorters for archives—an increase of 20 over the present force. If the proposed change is adopted no further provision for the division will be needed than the 3 additional assorters for archives, and a saving will be effected of 14 large ledgers and 1,250 guard books.

(3) *Assorting division.*—For this division sixteen additional money-order assorters will be required, in view of the increase in the number of vouchers to be handled, whether the proposed change is adopted or not.

(4) *Checking division.*—For this division ten additional clerks will be required, for the same reason that the increase is necessary in the assorting division.

If the existing methods of rendering and auditing money-order accounts are to be continued, the increase of force called for by the foregoing estimates is of the greatest importance, as well as an extension of the quarters now provided for the four divisions now in the "Busch Building," which may have to be considered hereafter.

In our opinion the change of the period for which domestic money-order offices

shall render statements from weekly to semimonthly will be of greater advantage to the inspecting and recording divisions than an increase of force and the continuance of existing methods, as it will reduce the number of statements to be handled during the fiscal year from 720,000 to 420,000 and save the filing space which would otherwise be occupied by 1,250 guard books, a saving of considerable importance in view of the already limited provision afforded for money-order records and vouchers by the "Busch" building.

If the proposed change is favorably considered by the Postmaster-General it is hoped that this office may be informed of his decision by May 1, 1892, in order that requisitions for the books and blanks required for the next fiscal year, which should at that time be in the hands of the Public Printer, may be prepared accordingly.

Respectfully,

G. W. SMITH,
Chief Recording Division.
CHARLES HEDGES,
Chief Checking Division.
J. C. BUSHBY,
Chief Inspecting Division.
NATH'L A. ROBBINS,
Chief Assorting Division.

Hon. T. B. COULTER,
Auditor.

Mr. HENDERSON. Suppose these words were added to section 4044 of the Revised Statutes: "The Postmaster-General shall require each postmaster of money-order offices to render monthly, semimonthly, weekly, or daily accounts of all money orders paid," why wouldn't that cover the matter now under discussion?

Mr. COULTER. That would fairly cover it, because the Postmaster-General would not insist upon more frequent reports.

Mr. DOCKERY. How far are you behind in your office? Can you give the arrears of work by divisions, taking the money-order division first?

Mr. COULTER. As to money-order offices, I would have to make a statement. I do this because I am proud of the fact that my office is doing what has never been done since the office has been established, and that is to audit one quarter's work on the postal account in the subsequent quarter, and each postmaster is furnished a statement showing the audit of his account before rendering his next statement, which is a very satisfactory result. We can also furnish a postmaster an exact statement in reference to money-order business for a given quarter before the expiration of the next quarter. However, when you say to a postmaster, "Your account shows a balance of \$75 in your favor in the money-order account," you may not be able to verify that for a year, at least until all the paid money orders are in and checked.

Mr. DOCKERY. That is very satisfactory, of course, and shows the work is up. How many unchecked money orders have you now?

Mr. COULTER. I presume it is fair to assume there would be 25,000,000 money orders yet to be checked. I think it would be about 25,000,000.

Mr. DOCKERY. How many were there twelve months ago?

Mr. COULTER. I don't know. We have not gained perceptibly in the last year. We are assorting money orders now that ought to have been assorted in 1885.

Mr. DOCKERY. I notice in your testimony of two years ago before this committee, you stated then that 13,000,000 orders had not been settled. You say it is the accumulation of years. Do I understand you to say there are 12,000,000 additional money orders on hand now?

Mr. COULTER. I think my annual report shows last year the unassorted money orders to be 24,000,000. We get 18,000,000 a year.

Mr. DOCKERY. But instead of 13,000,000, it appears you have now 25,000,000 of unchecked money orders, notwithstanding the increase of clerical force?

Mr. COULTER. I can not say about that, but will furnish you a letter on that subject. If I stated two years ago that the arrearages of unchecked orders were 13,000,000, there was evidently an error in that statement, as that was about the number handled per year.

Mr. DOCKERY. You said two years ago that you had 410 clerks in your bureau, and if it was conducted properly the force would be ample.

Mr. COULTER. I had better furnish you a statement of what we have.

Mr. DOCKERY. I notice that on page 32 of the hearings held on the legislative bill, first session, Fifty-first Congress, you state that there were 13,000,000 money orders that ought to be checked and have never been settled up; and on page 35 you assigned as a reason for the arrearage, in answer to a question of Mr. Cannon, that those arrearages were largely due to the number of inefficient clerks which you had. Will you kindly furnish to the committee the exact amount of money orders that are in arrears unchecked at this date?

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Mr. HENDERSON. And tell why they are in arrears.

Mr. DOCKERY. You were speaking about auditing accounts in the succeeding quarter.

Mr. COULTER. Yes, sir.

Mr. DOCKERY. I understand that in practice you would not call upon Presidential offices so frequently for reports.

Mr. COULTER. Not the large offices, because the matter might not be pressing.

Mr. DOCKERY. Then there would be a saving in the money-order division.

Mr. COULTER. Yes, sir; the money orders are payable twelve months after date.

Mr. DOCKERY. And that necessarily involves a large arrearage of unchecked money orders?

Mr. COULTER. Yes, sir; and always will.

Mr. DOCKERY. You don't check them until the money orders are all in?

Mr. COULTER. For instance, we have the accounts to settle and adjust, our books showing what the postmaster has done. If we owe him \$200 we do not pay him, because his account is not checked up.

Mr. DOCKERY. Are many of the money-order accounts unsettled?

Mr. COULTER. Yes, sir; and there always will be. For instance, we have accounts to-day settled and adjusted, the books showing what a postmaster owes to the United States or what the United States owes to him. If the Government owes him \$200 we do not pay him, because the account is not checked up, and it may be changed. There was a case of a postmaster in California who made a report stating that he had sold money orders for \$10 each. We have no way of proving or disproving that. In eleven months thereafter when these vouchers were paid and sent in by the paying postmaster, we found he had received \$100 for each of them instead of \$10.

Mr. HENDERSON. In the current work, how long are those orders in coming in?

Mr. COULTER. Sometimes five or six months. The banks are the slowest with them. They look upon them as so much cash, and throw them into a drawer.

Mr. HENDERSON. How far are you behind in other divisions of the Bureau?

Mr. COULTER. We are pretty well up.

Mr. DOCKERY. What do you mean by saying that you think of asking for sixty more clerks?

Mr. COULTER. We have now 10,500 money-order offices. By the 1st of July there will be 15,000 money-order offices in operation, and that will mean a large increase in our business. The Postmaster-General will establish these offices, and I have been notified already that by the 1st of July they expect to have in operation 15,000 money-order offices.

Mr. DOCKERY. Do you mean to say that there is to be an increase of 4,500 money-order offices under existing law?

Mr. COULTER. Yes, sir; by the 1st of July there will be.

Mr. DOCKERY. What was the increase last year?

Mr. COULTER. It was about 2,000—may be not quite that many.

The CHAIRMAN. Heretofore they have required the revenue of those offices to be \$250 a year; has that been reduced?

Mr. COULTER. I do not so understand it. Those offices are increasing very fast. When I came here I think there were 2,300 Presidential offices. There are now 3,108.

The CHAIRMAN. Will you kindly forward us a letter showing the number of money-order offices established in the fiscal year 1890-'91, and the number that you estimate will be in operation on the 1st of July next?

Mr. COULTER. I will.

Mr. HENDERSON. State why in that letter the estimated increase is anticipated.

Mr. DOCKERY. Do I understand you to say that you are up with the current work except in the money-order division?

Mr. COULTER. Yes, sir; except the assorting and checking of money orders.

Mr. DOCKERY. And upon that you will advise the committee?

Mr. COULTER. Yes, sir.

Mr. DOCKERY. What number of your force, if any, have been detailed in the last year to other Bureaus?

Mr. COULTER. I am unable to state exactly, but I have clerks detailed away. A chief of another Bureau will come to me and say, "I have a clerk who is a little unruly, and I can't do anything with him, and I want you to take him." We trade, and I still have my full force.

Mr. DOCKERY. You have lost nothing on that account?

Mr. COULTER. No.

Mr. DOCKERY. What percentage of your force, if any, is below a fair standard of efficiency.

Mr. COULTER. I would say, putting it upon the basis upon which the public business should be conducted, that 33 per cent of my force is below a fair standard of efficiency.

Mr. DOCKERY. I will put the question in another way; put it upon the basis on

which the business is conducted in other Departments of the Government, what percentage of your force is below a fair standard of efficiency?

Mr. COULTER. I should say it will compare favorably with any other Department of the Government.

Mr. DOCKERY. What proportion of your force is wholly unable to render any service?

Mr. COULTER. I have not any who are wholly unable to render any service.

Mr. DOCKERY. I want to call attention to your reply of two years since, in which you enumerated 16 inefficient clerks—nine at \$1,600, two at \$1,400, four at \$1,200, and one at \$1,000—who by reason of age or physical inability were unable to render such service as the salary would reasonably demand?

Mr. COULTER. I would not want to be understood now as saying that they were wholly inefficient to the Government. What I mean to say was that those men would not be kept in any private business in this country.

Mr. DINGLEY. Is that force as efficient comparatively as it was when you entered the service?

Mr. COULTER. Yes, I think it is a great deal better.

Mr. DINGLEY. You have improved it?

Mr. COULTER. I think so.

Mr. DOCKERY. Did you discharge any of those clerks referred to in that statement as being inefficient?

Mr. COULTER. I do not recollect who I had in my mind when I enumerated them; but I can recall now having reduced several and having secured the resignations of others.

Mr. DOCKERY. Are any of your force employing substitutes?

Mr. COULTER. Yes; I made out an application for two to-day.

Mr. DOCKERY. What is the total number of your clerical force?

Mr. COULTER. It is 477, including messengers, assistant messengers, laborers, and charwomen.

Mr. DOCKERY. Of that number how many of them are now employing substitutes?

Mr. COULTER. I could not answer directly, but probably 12 or 13.

Mr. DOCKERY. Is that about the average number?

Mr. COULTER. I think it is.

Mr. DOCKERY. Does the civil service law admit of the employment of substitutes?

Mr. COULTER. Yes, sir; the Commission furnishes substitutes just the same as it does clerks; and a clerk who comes in as a substitute is entitled to a permanent appointment in the order in which he stands on the list of the substitutes in the Treasury Department.

Mr. HENDERSON. Mr. Lynch spoke of substitutes for sick people, and as to how they were paid.

Mr. COULTER. Payment is made by the disbursing officer who pays a proportion of the salary to the substitute.

In reference to this matter of sick leave, I have this to say: A clerk at \$1,200 per annum gets a regular leave of thirty days, and at the end of that time he is entitled to sick leave, if he is sick. Say his sixty days were up yesterday evening, he having been allowed sixty consecutive days leave. I make application to the Civil Service Commission for a substitute for him. In three days I will get the papers, and will make my selection. The man I select may have to come from the State of Washington, and by the time I get him another fifteen days have expired. That makes seventy-five days for which the clerk gets full pay, and his desk is idle seventy-five days. When he arrives he gets an appointment from the appointment division which reads, "You are hereby selected as a substitute for John Jones, at the rate of \$700 per annum." He then goes on my roll as a substitute. He comes to the Treasury Department as a substitute, and he is entitled to a permanent appointment when a vacancy occurs, in the order in which he stands on that substitute list.

Mr. DOCKERY. He goes on the roll at \$700 per annum?

Mr. COULTER. Yes, sir.

Mr. DOCKERY. Who pays that \$700?

Mr. COULTER. The disbursing officer.

Mr. DOCKERY. Out of the \$1,200 allowed to the clerk?

Mr. COULTER. Yes, sir. When pay day comes the disbursing officer gets a voucher from the clerk for the full \$1,200. He does not furnish him that much money, but pays him at the rate of \$500 per annum.

Mr. DOCKERY. You stated that the desk was idle seventy-five days, and that during that time the regular clerk was getting the full salary. Thirty days are allowed by law. How does he get the other forty-five?

Mr. COULTER. On account of sickness.

Mr. DOCKERY. In addition to his regular leave, he is allowed thirty days sick leave, provided he gets a doctor's certificate.

Mr. COULTER. Certainly; and he could get a doctor's certificate that he was dead and buried.

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Mr. DOCKERY. How does he get the other fifteen days?

Mr. COULTER. He draws full pay until the substitute is appointed and put on the roll, provided he applies for a substitute at the expiration of his sixty days' absence.

Mr. DOCKERY. Is it a Departmental regulation which allows thirty days sick leave in addition to the regular leave given by law?

Mr. COULTER. Yes, sir.

Mr. DOCKERY. And also the additional time, whatever it is, whether fifteen days or longer, that runs before the substitute presents himself.

Mr. COULTER. That is right.

Mr. DOCKERY. I understand from the clerk that the Court of Claims has recently decided that you can not stop a clerk's pay upon an order suspending him. Why is it not in your power to prevent this abuse by removing a clerk?

Mr. COULTER. How are you going to do that?

Mr. DOCKERY. By the exercise of the removing power.

Mr. COULTER. If a man is sick the time belongs to him, but it is a regulation that is abused.

Mr. HENDERSON. The basis of it is to do justice, but it is abused?

Mr. COULTER. Yes, sir. I have heard of clerks being on the street who are absent from their Departments on sick leave.

Mr. DOCKERY. I understand that when a man is really sick he is entitled to this leave?

Mr. COULTER. Yes, sir.

The CHAIRMAN. Is this practice confined to the Treasury Department?

Mr. COULTER. I can answer only for the Treasury.

Mr. DOCKERY. Do you know whether or not this has grown into an abuse?

Mr. COULTER. I would say, in a general way, it has. Clerks make arrangements for sick leave in advance?

Mr. DINGLEY. Has that practice been running for some time?

Mr. COULTER. I think it has been running for two years.

Mr. DINGLEY. Has it grown up within two years?

Mr. COULTER. Yes, sir.

Mr. DINGLEY. Is that something new within two years?

Mr. COULTER. Under Mr. Cleveland's administration they had a regulation which allowed them to put somebody on to do that work. The money lost in hiring substitutes for clerks amounts to a considerable sum. No desk in any business house ought to stand idle for sixty or seventy-five days. I do not think any clerk, except on account of sickness, ought to have a longer period than thirty days as a leave of absence.

Mr. HENDERSON. How long have you been in office?

Mr. COULTER. Since the 1st of May, 1889.

Mr. HENDERSON. Were you in the post-office business before that time?

Mr. COULTER. No, sir; I never looked at a postal regulation until then.

Mr. HENDERSON. What was your business?

Mr. COULTER. I practiced law.

The CHAIRMAN. I wish to call attention to a provision passed last year, and it has been the law since 1883, in which you were allowed a temporary force to dispose of the accumulated money orders. You were allowed three clerks of class 1 and two at \$1,000. What is the standing of that?

Mr. COULTER. That is on our books that way. They are never employed as provided for. I have only one man on that work now. That grows out of this condition of things. That work, I suppose, is 20 years behind, and it ought to be kept right up to date. It would save time and space and everything of that kind. There are probably \$4,000,000 now in the subtreasury at New York that the Government has actually made. For instance, a man may be drowned with a \$50 money order in his pocket or a man may disappear with a \$25 order in his possession. All such orders have never been paid. The object in that legislation was to make a list of all of these outstanding unpaid money orders, so that their records could be kept and the orders destroyed; but that was never done. I have been working at it with one man for the last two or three years.

The CHAIRMAN. What did you do with the other nine men?

Mr. COULTER. They were appropriated for, but they were not put on that work. It is simply robbing Peter to pay Paul. For instance, you come down and say, "How many clerks have you in this division?" And later you will come in and not see so many. I may have detailed fifteen out of one division and fifteen out of another. Whenever they get through with work in one division or when there is not so much of it to do, I transfer them to a place where there is something to do.

Mr. DOCKERY. You are not, then, employing many of these in this work?

Mr. COULTER. No, sir; only one man.

The CHAIRMAN. They are distributed through the different divisions of your bureau?

Mr. COULTER. Yes, sir. There is one thing which I wish to state in reference to

the Sixth Auditor's Office. It is run rather contrary to law. Very few people seem to understand the business as it is done at this bureau and similar bureaus in other Departments. The law provides that the accounts arising in the Post-Office Department shall come to the Sixth Auditor's Office. In other Departments accounts are received, examined, and balanced before they are turned over to the auditor. The Sixth Auditor takes the whole matter, *de novo*, right from the postmaster.

Mr. DOCKERY. Why call this a lawless proceeding?

Mr. COULTER. I say it is not in accordance with the spirit of the law at all.

The CHAIRMAN. The accounts have to be audited some way.

Mr. COULTER. The Sixth Auditor's Office is not only doing the Auditor's work, but it is doing work that belongs to the Post-Office Department.

The CHAIRMAN. You think the accounts should be stated in the Post-Office Department?

Mr. COULTER. Yes, sir.

The CHAIRMAN. In other words, you should be the comptroller and the Post-Office Department should audit the accounts?

Mr. COULTER. They should state the accounts and the Auditor's Office audit them.

Mr. DOCKERY. When you speak of a violation of law, you mean that work of this nature should not come under you?

Mr. COULTER. No; but probably it is better to do it that way.

If you want to do absolute justice to my office, you should put it on the same plane with similar offices in other Departments. At present there is a gross inequality in that respect, and at the risk of being impertinent (for I never come here without mentioning it, and I think I would be a moral coward if I did not do so) I will say I believe that it is an outrage. I have ten divisions in my office. In the Second Comptroller's Office, with only 60 people in the entire place, they have seven chiefs at \$2,100 each, while I have three divisions, each of which has a greater force than that office, and only ten chiefs at \$2,000 each and one chief clerk at the same salary.

Mr. HENDERSON. Perhaps they have more efficient clerks.

Mr. COULTER. No, they have not.

OFFICE OF THE AUDITOR OF THE TREASURY
FOR THE POST-OFFICE DEPARTMENT,
Washington, D. C. April 25, 1892.

SIR: The number of new money-order and postal-note post-offices established during the years 1889, 1890, and 1891, is as follows:

1889	627
1890	843
1891	532
Total for three years	2,002

The increase of business in the previously established money-order and postal-note offices approximates, on the average, 5 per cent per annum.

Relative to my statement when recently before your honorable committee, in answer to certain interrogatories as to the extent and duration of the arrearage existing in the work of the checking and assorting divisions of this office, I have the honor to submit the following figures which show, roughly, the number of money orders and postal notes not disposed of and in arrearage at the close of the fiscal year ended June 30, 1891, with an estimate of the growth of said arrearage by years:

For year ending June 30—	Received.	Disposed of.	Arrearage.
1885	12,725,000	8,700,000	4,000,000
1886	13,888,000	10,800,000	3,000,000
1887	15,496,000	9,000,000	6,500,000
1888	16,577,000	9,000,000	7,500,000
1889	16,916,000	13,000,000	4,000,000
1890	17,669,000	16,600,000	1,000,000
1891	18,179,000	17,000,000	1,000,000
Total unchecked			27,000,000

Of this "unchecked" arrearage, as above shown, 6,000,000 have been assorted into offices, leaving an unassorted arrearage of 21,000,000 money orders and postal notes. The three stages in the progress of the vouchers to the archives, to wit, the assorting, numbering, and checking, especially the two former, necessitate the handling of the same vouchers several times, and it is impossible, in the progress of the work, for all the vouchers to rest in arrearage in the same stage at the same

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time. We have, as a consequence, three distinct arrearages, different in quantity, and shifting daily. Hence the difficulty of ascertaining, or even estimating, the average in any single stage of the work.

For several years during the occupancy of Marini's Hall by these divisions, the lack of suitable and sufficient room necessitated the storing of these millions of unexamined vouchers in dark rooms and corners in the cellars, where the only means of knowing their number was by measurement or weight.

If at any time I stated that the arrearage amounted to 13,000,000 money-orders, I have no recollection of the circumstance, nor by what means I obtained such an estimate, under the conditions as stated above.

Since the removal of the money-order division to their new quarters on E street, this accumulated arrearage has been classified by quarters into States, and is being assorted and numbered with greater rapidity than was theretofore possible.

Very respectfully,

T. B. COULTER,
Auditor.

The CHAIRMAN OF THE SUBCOMMITTEE ON APPROPRIATIONS,
House of Representatives.

COMMITTEE ON APPROPRIATIONS,
Wednesday, April 27, 1892.

The Subcommittee on Appropriations, having in charge the legislative, executive, and judicial appropriation bill, this day met, Hon. W. H. Forney in the chair.

SUPERVISING ARCHITECT'S OFFICE.

STATEMENT OF H. C. McLEAN.

Mr. McLEAN. I will be very glad to give you any information I can in connection with the appropriation for this office, but I would prefer that the acting supervising architect, Col. Low, should be questioned.

STATEMENT OF JOSEPH P. LOW, ACTING SUPERVISING ARCHITECT.

The CHAIRMAN. Under the last appropriation act there was a provision put in that the Secretary of the Treasury may hereafter make temporary appointments of architects, skilled draftsmen, and civil engineers in the office of the Supervising Architect, etc.; what we want to know is to what extent did the provision on the last legislative act permit employments in this office from general appropriations, notwithstanding the act of August 5, 1882? We can give you the law if you wish to see it.

Mr. Low. I did not understand the question exactly.

Mr. DICKERY. I will read the law to you.

The law was read.

The CHAIRMAN. Now, what we want to know is, to what extent did the provision in the last legislative act permit employment in the Supervising Architect's office from general appropriations, notwithstanding the act of August 5, 1882?

Mr. Low. I do not understand we have paid these employes out of the general appropriations at all. I understand that that provision which allowed the Secretary of the Treasury to appoint, was intended to enable him to get employes without going to the Civil Service Commission. Temporary appointments made by him under that authority were paid in the same way other employes of the Architect's office were, out of the appropriations for the different buildings.

The CHAIRMAN. Did not you take some of that money out of the general appropriations? Did not you employ some persons under this act and take their compensation out of the general appropriations instead of out of this fund?

Mr. Low. No, sir; I do not understand we did.

Mr. McLEAN. I know of no such case.

The CHAIRMAN. That is what we understand; of course you ought to know better than anybody else.

Mr. Low. I do not know of such a case. My understanding is that these employes are all paid out of the appropriations for the different buildings charged up to those appropriations.

The CHAIRMAN. We understand instead of that you have taken money out of the general appropriations in excess of this particular fund?

Mr. LOW. I do not think that is true; I think that is a mistake. I do not know of such a case.

The CHAIRMAN. How much do you think is a fair price to give for these special men employed; do not you think that \$6 a day would be enough for them?

Mr. LOW. No, sir.

The CHAIRMAN. Why not?

Mr. LOW. Because the character of our work on large public buildings requires the best kind of skilled service. They are technical men—that is, the engineers and architects. We can not get along with men who are simply draftsmen, and, though they are rated draftsmen on our rolls, we need the services of men who are really architects, and who outside of that office would be called architects. My experience in that office—I have been there since 1877—has been that we have always had difficulty in keeping our best men on account of the rate of compensation. Now and then there is a man who is well qualified who stays there, but it is perhaps because he is not suited to get along in general business in competition with other people. Men's characteristics differ in that respect; many excellent men can not run an architect's office themselves, but we have lost our very best men because they could do better. I am well advised of what compensation is paid outside, and I am satisfied we do not pay any exorbitant salaries or compensation.

The CHAIRMAN. You do not think \$6 would be enough in some cases?

Mr. LOW. For our best men, no, sir.

The CHAIRMAN. Suppose we limit this to \$6, you do not think it is enough?

Mr. LOW. No, sir; I do not.

Mr. DOCKERY. What number of draftsmen, engineers, computers, accountants, assistants, etc., have you employed under the first clause of this appropriation during the last fiscal year?

Mr. LOW. I must say now I have not a list of the employés with me and would not be able to answer definitely.

Mr. DOCKERY. You would not be able to state the number of employés and compensation paid to each under this first clause of that statute? When will Mr. Edbrooke be here?

Mr. LOW. He will be here the first of next week.

Mr. HENDERSON. I suggest that he might segregate these and submit a statement to you.

Mr. DINGLEY. Why can not we take the estimate on Appendix A, page 293, which seems to be a list of the employés?

Mr. DOCKERY. That is a list which seems to furnish an answer to the question.

Mr. LOW. This list in Appendix A in the estimates of appropriations for 1892-'93 is a list of the employés in the Supervising Architect's office.

Mr. HENDERSON. Of all kinds?

Mr. LOW. Of all kinds.

The CHAIRMAN. Are temporary appointments included in this list?

Mr. LOW. Yes, sir. I will say here there was very few of them.

The CHAIRMAN. How did you pay them?

Mr. LOW. Out of this same fund; the appropriations for the different buildings.

Mr. DOCKERY. As I understand you, this entire force enumerated in Appendix A, Book of Estimates, pages 293 and 294, is provided under the law of last year, found on page 35 of the bill now before the committee. Now, will you kindly segregate these appointments and state in a letter to the committee what employés are provided under the second clause of the law, which says: "And that the Secretary of the Treasury may hereafter make temporary appointments of architects, skilled draftsmen, and civil engineers in the office of the Supervising Architect for the foregoing purposes, under such rules and regulations as the Secretary may prescribe"?

Mr. LOW. Yes, sir; I will prepare that statement. They are paid out of the same fund.

Mr. HOLMAN. That is, the fund provided for each building?

Mr. LOW. Yes, sir.

The CHAIRMAN. You have not been employing any person and paying him out of some other appropriation?

Mr. LOW. No, sir.

Mr. DOCKERY. Will you turn to page 320 of the Book of Estimates and tell the committee from what fund the employés are paid? Look at bottom of page 320 and top of page 321.

Mr. LOW. Mr. McLean can state that; I do not know.

Mr. MCLEAN. They are paid from the general appropriation, sir. Commencing with J. N. Patterson, superintendent of repairs, he is paid from the appropriation for the Pittsburg building. He is the local superintendent, and he is paid from the appropriation for that building, the same as the other superintendents throughout the United States who have charge of the superintendence of public buildings at local points. Mr. Grigler is assistant superintendent of repairs, and he is not designated for any particular building, and is paid from the general appropriation for

repairs and preservation of public buildings. Mr. Walker is assistant superintendent of repairs and paid from the same appropriation. Now, these others—

Mr. DOCKERY. What did you say Grigler was employed at?

Mr. McLEAN. Assistant superintendent of repairs. It seems to have been so construed ever since the act has been worded as it was in last year's appropriation, and for ten or fifteen years we have had superintendents of repairs and inspectors of public buildings and inspectors of heating apparatus, and occasionally an assistant superintendent of repairs.

Mr. HENDERSON. All paid out of the general appropriations for repairs of buildings?

Mr. McLEAN. Yes, sir.

Mr. DOCKERY. Is there anything in the law authorizing you to employ anyone in Washington and to pay from the fund provided for the repairs of buildings?

Mr. McLEAN. They are not employed in Washington, Mr. Dockery.

Mr. DOCKERY. They seem to be located here?

Mr. McLEAN. They are traveling inspectors; they are rarely, if ever, here. There is no one of our traveling inspectors in the city to-day. There is one in Maine, another in Minnesota, and they are traveling around in different sections of the country.

Mr. DOCKERY. On page 321 of the Book of Estimates I notice the number of employes in the modeler's shop. From what fund are they paid and by what authority of law?

Mr. McLEAN. They are paid from the several building appropriations.

Mr. DOCKERY. Charged against each building?

Mr. McLEAN. Yes, sir. Their work is getting up models for the inspector of buildings, and a record is kept of their time and it is charged against them.

Mr. DOCKERY. They are not paid from the fund for repairs of buildings?

Mr. McLEAN. No, sir.

Mr. DOCKERY. How many of these employes paid from the fund for repairs of buildings are located here?

Mr. McLEAN. None, I think. None of those in the model shop, on page 321, are paid for anything at present; the shop has been abolished—that is, the modeler's shop.

Mr. Low. He asked how many located here are paid from the appropriation for the repairs of buildings.

Mr. McLEAN. None of them.

Mr. DOCKERY. You understand that the act of August 5, 1882, would forbid the employment of anyone located here to be paid out of the fund provided for the repairs of buildings?

Mr. Low. Yes, sir.

Mr. DOCKERY. And you have made no such employment?

Mr. McLEAN. None at all.

Mr. Low. These inspectors and superintendents of repairs, if I may explain, are simply employed on repair work, and that keeps them on the road all the time. Occasionally we put them at a building where there is a considerable job of work going on and it keeps them there for a few weeks.

Mr. DOCKERY. When were these parties mentioned at the bottom of page 320 and top of page 321 of the Book of Estimates first employed?

Mr. Low. I can not answer that question definitely, because there have been changes in the method of employment of modelers. Up to somewhere in 1887, from 1877 to somewhere in 1887, the modeling shop was kept open in Washington, and these modelers were employed and paid from the appropriations for the different buildings. As a matter of fact sometime in 1887 the then Supervising Architect, Mr. Bell, was dissatisfied with the work of the modeling shop and he abolished it altogether, and the models were then procured under contract, charged, of course, to the different buildings for which they were intended.

Mr. DOCKERY. I want to call your attention to the statement of the Supervising Architect, which precedes this list of employes:

TREASURY DEPARTMENT, OFFICE SUPERVISING ARCHITECT,
Washington, D. C., October 16, 1891.

SIR: In accordance with the requirements of the act of Congress approved March 3, 1887, page 367, chapter 362, page 512, volume 24, United States Statutes at Large, I have the honor to send herewith a statement of the persons employed outside of the District of Columbia as superintendents, clerks, watchmen, and otherwise, and paid from appropriations for the construction of public buildings, showing where such persons are employed, in what capacity, the length of time, and at what rate of compensation during the fiscal year ended June 30, 1891, for transmission to Congress; with estimates of appropriations.

W. J. EDBROOKE,
Supervising Architect.

That is the statement which precedes the list of employes and shows that these parties are employed "outside of the District of Columbia." Now, then, upon examination it appears that the employes of the modeling shop and employes at the bottom of page 320 are in fact located in Washington. Now, then, will you please explain this seeming discrepancy?

Mr. Low. I can explain the fact, but I do not know I can explain why the letter was worded expressly as it is.

Mr. DOCKERY. Explain the discrepancy between the statement that they are employed "outside of the District of Columbia" and the fact as it appears, that they are employed inside the District of Columbia?

Mr. Low. I will say none but modelers resided in the District of Columbia, and there are no longer any employed. The modelers did reside in the District, but their work was exclusively for several particular buildings and their time was so occupied that the buildings could be identified for which they spent every hour of time.

Mr. HENDERSON. They were practically outside men?

Mr. Low. They were practically outside men, just as much so as if they were working on the particular buildings themselves. It is more convenient to have them within reach of the Architect where he could go and inspect the model or the ornamental work.

Mr. DOCKERY. When were these men employed?

Mr. Low. Well, I will continue the statement I began to make—

Mr. DOCKERY. I will be obliged if you will answer the direct question, and that is when the men were employed?

Mr. HENDERSON. He was going on with that when you interrupted him a little while ago.

Mr. DOCKERY. Perhaps that was my mistake.

Mr. Low. I think the modeling shop was reestablished about the commencement of the present administration, when Mr. Windrim came into office as Supervising Architect; that is my recollection.

Mr. DOCKERY. Then it has not been established during the present fiscal year?

Mr. Low. No, sir.

Mr. DOCKERY. And you state that all these parties are really employed on work outside of the District of Columbia?

Mr. Low. Certainly; every one of them.

Mr. McLEAN. They are no longer employed there.

Mr. DOCKERY. When were they discharged?

Mr. McLEAN. The modeling shop was abolished about the 1st of April, I think.

Mr. DOCKERY. April of this year?

Mr. McLEAN. April of this year.

Mr. DOCKERY. Why?

Mr. McLEAN. Well, the Architect thought it was—I do not know whether he thought he could get better work done by contract or cheaper, but he at least concluded to try it. It had been tried by Mr. Freret and Mr. Bell, as Col. Low has stated. There has been quite a diversity of opinion whether it would be better to have it done by contract or to employ these modelers there.

Mr. DOCKERY. You are now doing that by contract?

Mr. McLEAN. Yes, sir.

Mr. DOCKERY. Are these contracts let to the lowest bidder?

Mr. McLEAN. The contracts are let to the lowest bidder. We have advertised, I think, for but three sets of bids since the shop was abolished, and the contract has been awarded to the lowest bidder and we have not seen how the work will be done, but of course it will have to be satisfactory before it is accepted. Whether it was because the Architect thought he would get better work or cheaper work, I, of course, could not answer for him, as I do not know. In this particular instance the lowest bid accepted was a bid from a member of this force, so probably it was not because he expected better work.

Mr. DOCKERY. Since this estimate was submitted the Supervising Architect has changed his policy in respect to this work?

Mr. McLEAN. Yes, sir.

Mr. DOCKERY. What reduction, if any, of expenditure will be made by the change of policy?

Mr. McLEAN. I could not answer that, sir, because we will have to test it in the market in advertising for our bids. It is more to test it, I think, that he is trying this plan than anything else.

Mr. DOCKERY. In your judgment will this change of policy involve a reduction of expenditures?

Mr. McLEAN. I do not think it will, sir.

Mr. Low. It would not be a material reduction.

McLEAN. Because I think the bids on the last work we advertised amounted to

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\$1,000; I think that was the lowest bid we received. Now, in all probability, it would have cost us, perhaps, \$100. It would not have cost more than \$1,100 to have kept the entire force for that time; at least, I tried to estimate the cost that way myself, but I can not tell positively whether that is so or not.

Mr. DOCKERY. What would be the annual compensation of the employes engaged in this work under the old system?

Mr. McLEAN. The annual—well, it is the per diem multiplied by 313. I do not know what is the average, but I think it is \$4.

Mr. DOCKERY. Did the old system involve any other expenditures than the salaries enumerated here?

Mr. McLEAN. It involved rent and material and cost of transportation of models from Washington to the respective buildings.

Mr. DOCKERY. Will not this expense be eliminated under the new system you have inaugurated?

Mr. McLEAN. It is in one sense, in another it may not. It is included in the amount paid; we simply pay for it in a different way.

Mr. DOCKERY. In other words, we want you to state if you can what the expenditure under the old system was and then give your estimate of the expenditure under the new policy.

Mr. McLEAN. I could not possibly do that from memory, because I would have to ascertain from bills rendered what the cost of the material was.

Mr. DOCKERY. Will you send that statement to the committee?

Mr. McLEAN. Yes, sir.

Mr. HENDERSON. There is a proviso here in this appropriation, "provided, that the expenditures on this account for the fiscal year ending June 30, 1893, shall not exceed \$250,000." That is the limitation, if I understand it, upon all the expenditures for modelers, architects, skilled draftsmen, civil engineers, and all the men employed on these different buildings; is that what it is for?

Mr. Low. In the Supervising Architect's office.

Mr. HENDERSON. Well, under his orders.

Mr. Low. It does not include the superintendents and clerks employed at the buildings.

Mr. McLEAN. That is correct.

Mr. HENDERSON. I see there is an increase of \$50,000 estimated there over the current law.

Mr. Low. Yes, sir.

Mr. HENDERSON. Will you please state to the committee the reason for that increase?

Mr. Low. In two words, it is on account of the increase in the number of buildings.

Mr. HENDERSON. Then that is really a forced estimate, is it not?

Mr. Low. Well, it is a moderate estimate.

Mr. HENDERSON. It is forced, I mean, by the increase of the buildings to be provided for?

Mr. Low. Yes, sir; in that sense it is. May I make a little statement? I took a memorandum this morning before I came here of the number of buildings and the number of draftsmen for several years back.

Mr. HENDERSON. Let us have that.

Mr. Low. I will send it to you in a more complete form. In the year 1877, when I entered the office, we had 33 buildings on our list published in the Architect's report in the same way these buildings are now, and we employed 16 or 17 draftsmen. That was about two buildings for a draftsman. In 1886 we had 117 buildings and 45 draftsmen; in 1889 we had 163 buildings and 47 draftsmen; on our list for 1891 we had 234 buildings and 50 draftsmen, showing the general ratio of buildings to the number of draftsmen employed. I am speaking of the technical force now. We have only half the force, less than half the force proportionately to the number of buildings and the work we have to do, that we had in 1877, and that accounts for the complaint the Department continually receives of slow progress in the preparation of drawings for the buildings.

Mr. HOLMAN. You are including all the buildings?

Mr. Low. All of them—all that are published in our annual report.

Mr. HOLMAN. You embrace all the public buildings in the United States?

Mr. Low. No, sir.

Mr. HOLMAN. What do you omit?

Mr. Low. The completed buildings are omitted.

Mr. HOLMAN. You have not got that number of buildings actually under your charge now?

Mr. Low. Those were counted for me this morning—234.

Mr. HOLMAN. That must embrace some of the buildings you are repairing?

Mr. Low. If that is incorrect I will have it corrected and send it to the committee in proper form.

Mr. HENDERSON. Please send us a letter giving that, carefully prepared.

Mr. Low. Now, while I am on this subject I will say we have an excess of thirty buildings where all the sites are procured, all preliminary steps have been taken, and we could commence drawings for those buildings if we had the men to make the drawings, but we have not got them.

Mr. DOCKERY. What proportion of your force has been engaged during this fiscal year on work in connection with the Government building at Chicago?

Mr. Low. That work was terminated before the fiscal year commenced pretty much.

Mr. DOCKERY. Before the beginning of this fiscal year?

Mr. Low. Yes, sir, we had the drawings nearly up.

Mr. DOCKERY. Then the delay is not accounted for by reason of a part of your force being engaged in the preparation of plans for the Government buildings at Chicago?

Mr. Low. Not at present. We have some drawings to do there, but it has not been enough to cut a great figure. We have drawings to prepare for four outside exhibit buildings.

Mr. DOCKERY. Annexes to the Government building?

Mr. Low. Annexes to the Government building. We will have to stop some other building and take men and put them on that work.

Mr. HENDERSON. The legislation asked for in this bill for your office is composed of two parts. First, there is for Supervising Architect, \$4,500; assistant and chief clerk, \$2,500, and one assistant messenger, in all, \$7,720 that is specifically appropriated for. Are all the rest of the employes and workmen under the Supervising Architect paid out of the appropriation for the several buildings?

Mr. Low. Yes, sir.

Mr. HENDERSON. Everything else comes out of—

Mr. McLEAN. This is \$200,000 that is set aside; it comes out of the various appropriations for public buildings, not to exceed this amount.

Mr. HENDERSON. It comes out of the public buildings appropriation?

Mr. McLEAN. Yes, sir.

Mr. HENDERSON. In other words, if there were not a dollar appropriated for public buildings all that would be expended under the supervision of the Architect would be those salaries I have first named?

Mr. McLEAN. Precisely so.

Mr. HOLMAN. There are two items of appropriations; first the personnel of the office, then the amount paid out of the appropriation for the several buildings?

Mr. Low. Yes, sir. There are two or three exceptions, of inspectors who are paid out of the general appropriation for repairs, but there are only two or three, I think.

Mr. DOCKERY. You will please give in a letter to the chairman of this committee, Gen. Forney, a statement, first, of the number of employes under the first clause of this bill who come under the civil service, and then a statement of the number of employes provided for in the second paragraph of the bill that are without the civil service.

Mr. Low. Yes, sir.

Mr. McLEAN. I want to explain, this \$200,000 asked for here is taken from appropriations that are made for the respective buildings, and if that \$200,000 was appropriated from moneys in the Treasury not otherwise appropriated, all of the moneys appropriated for these different buildings would enter into its construction and would not be expended for the clerical force.

Mr. HOLMAN. Perhaps the question has been asked you definitely, and without interfering with this examination I wish to make this inquiry, under this second provision, which is as follows: "The Secretary may hereafter make temporary appointments, etc." Now, are persons appointed under that provision paid out of the fund appropriated for the construction of buildings, or repair fund, or out of this \$200,000?

Mr. Low. They are paid out of the \$200,000, which is itself a part of the appropriation for the different buildings.

The CHAIRMAN. This provision gave him the right to employ here in this city employes to be paid out of the \$200,000?

Mr. Low. Yes, sir.

The CHAIRMAN. Generally that act of 1882 would prevent that?

Mr. Low. The clause that covered the Secretary's power of temporary appointment was not considered in the Department to affect anything in relation to the appropriation, only to the matter of appointment outside of civil service; the reason for it being that through the Civil Service Commission the Department had been unable to secure the services of technical men necessary to carry on the work, and the Secretary found himself confronted with the dilemma that he would either have to let the work go undone or get this power of appointing.

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Mr. DOCKERY. As I recollect the examination of last year the opinion of the then Supervising Architect was that the civil service failed at this point, but the employment under the new clause is limited by the language, "for the foregoing purposes."

[Inclosure.]

TREASURY DEPARTMENT,
OFFICE OF THE SUPERVISING ARCHITECT,
Washington, D. C., April 28, 1892.

SIR: In compliance with your verbal request of yesterday, I inclose herewith, for the use and information of the Committee on Appropriations, a memorandum statement giving a general view of the increase of the work in the office of the Supervising Architect, as compared with the increase of the technical force, and the limit fixed for the payment of said force from the appropriations for the various buildings. I inclose, also, a statement which includes completed buildings with cost and percentage increases. It is thought that these statements will make clear the necessity for allowing for the next fiscal year at least the sum of \$250,000, as recommended by the Supervising Architect and included by the Secretary of the Treasury in the estimates. I add to this only the remark that sites have been purchased and all preliminary arrangements completed for the preparation of drawings for thirty buildings in addition to those now in hand in the "drafting division." Work on these thirty buildings can be taken up with the present force only as rapidly as work now in hand is completed. This will be a rate of progress so slow as to disappoint the expectations of citizens of the various localities where buildings have been authorized, and will undoubtedly give rise to many complaints.

Respectfully yours,

JAMES P. LOW,
Acting Supervising Architect.

HON. WILLIAM S. HOLMAN,
Chairman Committee on Appropriations, House of Representatives.

MEMORANDUM.

Year.	Number of employees in drafting division.	Number of buildings with unexpended appropriations.	Amount authorized for draftsmen, etc., from appropriations for buildings.
1877	22	33	No limit.
1880	37	42	No limit.
1883	33	86	\$120,000
1886	45	117	150,000
1889	47	163	175,000
1891	50	234	200,000

NOTE.—The number of buildings is taken from the annual reports of the Supervising Architect; the number of draftsmen from one monthly roll.

The statement is intended to give a general view of the increase of the work of the office as compared with the increase of force.

Year.	Number of completed buildings.	Cost.	Number of buildings in course of construction.	Ultimate cost.	Percentage increase in 1885, 1875, 1885, and 1891 over 1855—			
					In number of complete buildings.	In cost.	In number of buildings in course of construction.	In ultimate cost.
1855....	36	\$5,412,888.47	28	\$5,011,118.44	.....	.....	.....	.....
1865....	74	8,897,485.02	29	19,278,758.19	105	64	.035	284
1875....	138	37,914,502.46	20	27,359,850.22	283	600	Decrease..	445
1885....	155	77,383,600.29	81	27,079,618.23	330	1,329	305	440
1891....	236	90,020,235.98	125	43,003,562.61	555	1,729	346	757

In 1885 there were 155 completed and occupied buildings, which cost \$77,383,600.29, and which were subject to repairs and preservation; 81 buildings in course of construction, which ultimately cost \$27,079,618.23; which shows that the number of

completed and occupied buildings increased 330 per cent in 1885 over 1855, and the increase in cost was 1,329 per cent; and that the increase in the number of buildings in course of construction was 305 per cent; and in ultimate cost, 440 per cent; and in that year the salary of the Supervising Architect was \$4,500, and the salary of the assistant and chief clerk was \$2,500, and the limit of expenditures from appropriations for pay of employes was \$130,000.

In 1891 there were 236 completed and occupied buildings, which cost \$99,020,235.98, which were subject to repairs and preservation; 125 buildings in course of construction, which will ultimately cost \$43,003,562.61; which shows that the number of completed and occupied buildings increased in 1891 over 1855, 555 per cent, and increased in cost 1,729 per cent; and that the number of buildings in course of construction was increased 346 per cent, and increased in ultimate cost 757 per cent; and for that year the salary of the Supervising Architect was \$4,500, and the salary of the assistant and chief clerk was \$2,500, and the limit of the expenditures from appropriations for pay of employes was \$200,000.

TREASURY DEPARTMENT.

STATEMENT OF B. F. GILKESON, SECOND COMPTROLLER OF THE TREASURY.

The CHAIRMAN. There was an increase in the last Congress of one clerk of class four, one clerk of class three, and two clerks at \$1,000 each in your office?

Mr. GILKESON. Yes, sir.

The CHAIRMAN. Do you think it is necessary to retain those clerks in the service of your office?

Mr. GILKESON. Yes, sir. I am still not up; I ought to have more.

The CHAIRMAN. How near are you up with your business?

Mr. GILKESON. The back pay and bounty division has still one hundred days' work on hand. I am not up and can not get up, and am getting more and more behind every day.

The CHAIRMAN. Are all the clerks in your Department efficient clerks?

Mr. GILKESON. Yes, sir; but the difficulty is that your committee increased the clerical force in the Second and Third Auditors, the Second Auditor particularly, and literally swamped the Comptroller. The mistake of increasing the force of the Auditor and not giving the Comptroller enough clerks to keep up with him is apparent, it seems to me. I have 12 clerks in the back-pay and bounty division to supervise the work of 60 clerks in the Auditor's office.

Mr. DOCKERY. Did the increase of 10 clerks in the Second Auditor's office have any connection with the pension work or any work relating to your office?

Mr. GILKESON. I think you will find these clerks are employed generally in that office.

Mr. DOCKERY. They are employed, as I understand it, in connection with the Pension Office work?

Mr. GILKESON. The Second Auditor has no pension work; it is the Third Auditor. The back-pay and bounty division has reference to the Second Auditor.

Mr. HENDERSON. What auditors do you review?

Mr. GILKESON. The Second, Third, and Fourth.

The CHAIRMAN. I see you have a force there of 5 clerks who are for continuing the adjustment of accounts of the Soldiers' Home, under section 4818 of the Revised Statutes?

Mr. GILKESON. Yes, sir.

The CHAIRMAN. Will you tell us what you think is the probable amount due the Soldiers' Home for which these adjustments are being made?

Mr. GILKESON. I could not pretend to state that now. I can send it to the committee, I think.

Mr. HENDERSON. This is the Federal Soldiers' Home?

Mr. GILKESON. National Home.

Mr. HOLMAN. What year do you go back to in connection with these investigations?

Mr. GILKESON. We do not go back to the foundation of the Government.

Mr. HOLMAN. You do not go behind 1881 or 1882?

Mr. GILKESON. 1881, I think it is.

Mr. HOLMAN. What would be your rough estimate of the amount due the Home? We could not expect any person to give it to us definitely.

Mr. GILKESON. I would not like to give that as an estimate. I will say these clerks are constantly employed. The accounts of the Soldiers' Home are enormous.

Mr. HOLMAN. How far down has the investigation extended?

Mr. GILKESON. These clerks are not employed, you know, upon that exclusively;

they are employed generally in the accounts of the Soldiers' Home, and while they are very insufficiently paid, yet they are some of the best clerks in the office.

Mr. HOLMAN. What other employment have they except examination of records and ascertaining what is due the Soldiers' Home?

Mr. GILKESON. They also look after vouchers, examine accounts for the Home, and do general clerical work in connection with the Home. It would be impossible for me to keep up unless they did so.

Mr. HOLMAN. How many clerks are there in your office altogether?

Mr. GILKESON. I have 56 clerks in my Bureau. I am 293 days behind.

Mr. DOCKERY. On what?

Mr. GILKESON. On the whole Bureau. On back-pay and bounty division I am 100 days' work behind; on pension division, 46 days behind; on Navy division, 12 days' behind; on army paymasters' division, 30 days' work behind; on Indian division, 40 days' work behind; on quartermaster's division, I am 45 days behind; on miscellaneous division, 20 days' work behind; making a total of 293 days' work on hand.

Mr. HOLMAN. That is bringing up the business of your office very much in comparison with former years?

Mr. GILKESON. Yes, sir; we are doing all we can.

Mr. HOLMAN. Many accounts in former years were twenty years behind?

Mr. GILKESON. Yes, sir; we are doing good work down there, and the clerks are working faithfully.

The CHAIRMAN. The 5 clerks continuing the adjustment of the accounts of the Soldiers' Home are employed on that business, and on some other business, as I understand?

Mr. GILKESON. They are employed generally, and they have to be; I can not regulate the office in any other way.

The CHAIRMAN. Do you keep as many as 5 clerks to examine into accounts of the Soldiers' Home at work now?

Mr. GILKESON. I should doubt it, but I have to use these clerks as I can and the best way I can get the work out of them.

Mr. HOLMAN. There is, in fact, no hurry about the adjustment of Soldiers' Home accounts, and therefore you can use them on some other work?

Mr. GILKESON. These five clerks, some of them are engaged in looking up accounts, but I do not think many of them; I think most of them are engaged in the general work of the office applicable to the Soldiers' Home; they are all on work connected with the Soldiers' Home.

Mr. HENDERSON. This is the Soldiers' Home for the regular Army.

Mr. GILKESON. The National Home.

Mr. HENDERSON. We have a National Home for Volunteer Soldiers.

Mr. GILKESON. They are employed on both; these are accounts for both the volunteers and the regular Army too. I doubt very much whether a single one of these clerks are employed in investigating now the amount due by the United States to the regular army home. I think most of the five clerks are employed in the general work connected with the soldiers' homes, for the volunteer and regular army both.

Mr. HENDERSON. Do you have anything to do with the adjusting of accounts so far as State homes are concerned, the portion they pay to them?

Mr. GILKESON. No, sir.

Mr. HENDERSON. I supposed that.

Mr. HOLMAN. When you speak of volunteer soldiers' home; you mean the adjustment of their current accounts.

Mr. GILKESON. Yes, sir.

Mr. HOLMAN. But you have nothing at all to do with the examination of accounts of volunteer soldiers in the late army, as to the state of their accounts?

Mr. GILKESON. No, sir. To illustrate the condition of my office I beg to say now I am charged with the adjustment of the Signal Service accounts. I have an account there now just sent down from the Third Auditor that would take a clerk four months to investigate and I have to have a detail from the Third Auditor's office in order to enable me to keep up with that work.

Mr. HOLMAN. What account was that you mentioned that you were twelve days behind in?

Mr. GILKESON. In the navy division I am twelve days behind.

Mr. HOLMAN. Now, that has often been behind many years?

Mr. GILKESON. Yes, sir.

Mr. HOLMAN. So you have got it well worked up?

Mr. GILKESON. Yes, sir; the division that is worse is the back pay and bounty division, where I am one hundred days behind, and I am afraid I will never catch up there.

The CHAIRMAN. Have not you got a clerk there who is paid by the Soldiers' Home, a volunteer clerk, who is employed by the Soldiers' Home to look up these things?

Mr. GILKESON. No, sir, I have five clerks; I have no clerks other than those enumerated.

Mr. HENDERSON. What auditor passes upon the volunteer soldiers' home?

Mr. GILKESON. The Third Auditor.

Mr. HENDERSON. What auditor looks after the regular army national home?

Mr. GILKESON. The Second Auditor, I think—no, the Second Auditor passes upon both of them.

Mr. HENDERSON. Explain what adjustment of accounts you have with the regular Army.

Mr. GILKESON. There are very few accounts practically to be adjusted for the regular Army now.

Mr. HENDERSON. What is the purpose of this adjustment?

Mr. GILKESON. It was the original purpose of ascertaining the amount due by the United States to the National Home, that is to the regular army home.

Mr. HENDERSON. To the home, not to individuals?

Mr. GILKESON. To the home, in order that the proper amount that the United States owed that home might be ascertained and issued.

Mr. HENDERSON. Growing out of what, this 12 cents a month?

Mr. GILKESON. Yes, sir; and forfeitures, and courts-martial, etc.

Mr. HENDERSON. As to the volunteer national homes, what is the purpose of adjustment there?

Mr. GILKESON. Congress passed an act that the accounts of the national homes should be settled in the same way other accounts are settled under such regulations as prescribed by the Secretary of the Treasury.

Mr. HENDERSON. This adjustment is to see if they are entitled to proper credit.

Mr. GILKESON. Yes, sir; and to see payments are allowed.

Mr. DOCKERY. I think there is an error in the statement that the Second Auditor has nothing to do with pension business. My suggestion was (when you referred to the increased force of the Second Auditor and no corresponding increase in your force) that ten clerks in the Second Auditor's office had been provided for work that had no relation to your office, and I find I am correct.

Mr. GILKESON. Let me interrupt. I suppose you refer to the fact the auditor asked for an increase in order to enable him to answer calls of the Pension Office.

Mr. DOCKERY. You said there was an increase in his office and no corresponding increase in your office, the effect being to enable the Second Auditor's office to overload your office. I stated that the ten clerks had no relation to the work of your office.

Mr. HENDERSON. What is the work of those ten?

Mr. DOCKERY. They were provided in an act of Congress of August 29, 1890, which authorized their employment for answering calls of the Pension Office in regard to the military service of soldiers; so, therefore, the ten clerks provided in the Second Auditor's office have no relation to the work you perform.

Mr. HENDERSON. What does the law say it was for?

Mr. DOCKERY. The law says, "to carry into effect an act entitled 'An act granting pensions to soldiers and sailors who are incapacitated for the performance of manual labor, and to provide for pensions for widows, minor children, and dependent parents,' etc., and under that act ten clerks are provided for the Second Auditor's office, that work relating to work in the Pension Office and not to work in the Second Comptroller's office.

Mr. HENDERSON. Might not that work ultimately come to the Second Comptroller; what was that specific work for?

Mr. DOCKERY. To answer calls of the Pension Office in reference to the military record of soldiers.

Mr. GILKESON. But it does come to my office in the end. I review accounts of pension agents. Every time a pension is granted it makes more for the Comptroller. This is indirect, but it still gives work to my office.

Mr. HENDERSON. It increases the work of the Comptroller?

Mr. GILKESON. There is no doubt about that. I know that since this increase of the clerical force in the Second Auditor's office he has sent me down more work; my knowledge of that is practical knowledge.

Mr. HOLMAN. It only increases the number of pensions. Of course in the increase of the number of pensions by the facilities furnished the Second Auditor's office it would be an increase in the business of your office. If the furnishing of this information by the Second Auditor's office as to the record of each soldier, etc., increases the number of pensions it increases the business of your office?

Mr. GILKESON. And it increases the claims for reimbursement of pensions.

Mr. DOCKERY. The best evidence that it was thought the Second Comptroller's office had no direct connection with pensions is found in the fact that the office has no place in the estimate for increased clerical force, whereas there was an in-

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crease allowed the offices of the Second and Fourth Auditors, the Bureau of Medicine and Surgery, and the Record and Pension Division, War Department, etc.

Mr. HENDERSON. These are all immediate feeders to the Pension Office.

Mr. DOCKERY. Immediate feeders, that is true. You are now forty-six days behind in your work in the pension divisions and a hundred days behind in the back-pay and bounty divisions?

Mr. GILKESON. Yes, sir.

Mr. DOCKERY. The Second Auditor (if I recollect his statement correctly) stated that these accounts in your office were two years behind. Now, I want to know that in the event he did make that statement, whether or not he was in error.

Mr. GILKESON. Yes, sir; but he might make that statement truthfully in this way: There might be claims that he had sent down nearly a year or over behind that have not yet been taken up because of our inability to do this work. Last summer the work accumulated there enormously, especially in "green" cases (disallowed cases). We could not put them in the room that that division had charge of, and I therefore set the whole clerical force to get that lumber out of the way, and I got behind on "white" cases (allowed cases).

Mr. HOLMAN. How much time is occupied over disallowed cases?

Mr. GILKESON. Just as much time—well, not quite as much time, but it requires a great deal of time to examine disallowed cases.

Mr. HOLMAN. How long has that been the law?

Mr. GILKESON. Ever since I have known the Comptroller's office.

Mr. HOLMAN. Do not you think that could be discontinued?

Mr. GILKESON. There is a bill now before Congress which has passed the Senate which provides that a decision of the Second Auditor in all disallowed cases shall be final, with the right of appeal within six months to the Comptroller. I think that is proper legislation and should pass, and that would relieve my office.

Mr. HOLMAN. You say that has passed the Senate.

Mr. GILKESON. Yes, sir; I think so.

Mr. HENDERSON. I introduced that in the House. You say you think that would be good legislation?

Following is the bill referred to:

A BILL to facilitate the settlement of claims for arrears of pay and bounty.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That nothing in section two hundred and seventy-seven of the Revised Statutes of the United States shall be so constructed as to prevent the Second Auditor of the Treasury from disallowing claims for arrears of pay and bounty in cases where it appears from the records and files of his office that payment in full has already been made to the soldier himself or to his widow or legal heirs: *Provided,* That if any person whose claim may be disallowed be dissatisfied with the action of the Auditor he may, within six months, appeal to the Second Comptroller; otherwise the Auditor's action shall be deemed final and conclusive and be subject to revision only by Congress or the proper courts.

Mr. GILKESON. Yes, sir; I think it would be good legislation.

Mr. HOLMAN. The number of appeals would be comparatively small, whereas now every disallowed case comes to you, and I suppose you do not reverse one case out of a hundred?

Mr. GILKESON. I do not say one case out of a hundred.

Mr. HOLMAN. More than one-half of all claims are now disallowed?

Mr. GILKESON. Yes, sir; fully one-half.

Mr. DOCKERY. Now, a word in regard to accounts of Soldiers' Home under section 4818 of the Revised Statutes; I do not know that I understood your answer, but if I did you stated that this force of 5 clerks were not employed on this work?

Mr. GILKESON. No; they are employed generally in the office.

Mr. DOCKERY. What force is necessary to execute this provision of the law?

Mr. GILKESON. I could not state that. I think little or nothing for some years has been done looking up matters of that kind, but the 5 clerks are necessary for the carrying on the office work, and I have used them.

Mr. DOCKERY. You review the work of the Second Auditor?

Mr. GILKESON. Yes, sir.

Mr. DOCKERY. It appeared in the testimony only a few days since that only 2 clerks were necessary for that work in his office. Would you estimate that it would require as many as 2 to review that work in your office?

Mr. GILKESON. I could not answer that.

Mr. DOCKERY. Do you think 1 clerk sufficient?

Mr. GILKESON. Possibly; but for Heaven's sake do not cut out those 5 clerks, because you will make my office in a worse state than it is now. They are the poorest paid of all Government employes, \$660, and one woman in my office at \$660 is doing the work of an \$1,800 clerk.

Mr. HENDERSON. Why do you estimate for 5 clerks at \$660 for continuing the adjustment of accounts for Soldiers' Home unless you need them?

Mr. GILKESON. Because I had no other way of getting the work done, and I just continued the estimate in the same way. I thought there was little use in estimating for clerks at \$1,000, and I thought I had better let it alone as it was.

Mr. DOCKERY. Did not you make this estimate last Congress?

Mr. GILKESON. Yes, sir; they gave 4 additional clerks, and I think I told the committee at the time those clerks were used all over the office. It is very cheap work.

Mr. HOLMAN. The accounts in regard to the Soldiers' Home are first determined in the Second Auditor's office and then they come to your office for verification?

Mr. GILKESON. Yes, sir. For example, this minute there is suspension now of the account of some one of the national homes for freight paid to one of the Pacific Railroad companies over which the Government has the right to have it carried free. There they have expended, I think, \$800 or \$900, which is against one of the disbursing officers, and those questions come up before us.

Mr. HOLMAN. You spoke of an examination of old accounts, of which the amount allowed goes to the credit of the National Soldiers' Home.

Mr. GILKESON. I do not think there is much of that in my office at the present time.

Mr. HOLMAN. Is there any reason why they should go to your office at all; altogether depends upon the record, and why is it necessary it should be confirmed by your office?

Mr. GILKESON. I am aware of no special reason.

Mr. HENDERSON. Why not leave everything with the auditor. Is there any different reason in that case than any other matters you act upon as Comptroller?

Mr. HOLMAN. Will you allow me to answer that question?

Mr. HENDERSON. I would like to hear his answer to the question.

Mr. GILKESON. So far as the mere ascertainment is concerned of amounts due by the United States to the Regular Army Home, it seems to me that might cease at the Auditor's office.

Mr. HENDERSON. Why?

Mr. GILKESON. Because I do not know that we make very many corrections.

Mr. HENDERSON. Your examination of these are merely perfunctory?

Mr. GILKESON. Yes, sir.

Mr. HOLMAN. There are two reasons: First, in the Second Auditor's office these amounts are based entirely upon public records of that office; and the second reason is this, that if there is a mistake made it would generally be made against the Government and would benefit the Home, in which case it is a matter of no consequence, as it would simply increase their fund for support. That has been the view taken for many years on that subject. The question of dropping the matter with the decision of the Second Auditor has been frequently mentioned before, and I hope the committee will consider the propriety of letting these accounts rest with the decision of the Second Auditor.

Mr. GILKESON. What would you do with the 5 clerks paid from that roll in my office?

Mr. HOLMAN. If you had to have them they would simply remain in your office under your direction.

Mr. GILKESON. That is what should be done. I will break down if you do not do it.

Mr. HENDERSON. How many additional clerks do you need to carry on your office and bring it up as it should be brought up?

Mr. GILKESON. I could get along, I suppose, with the present force if it is let alone.

Mr. HENDERSON. But you say you are behind 293 days?

Mr. GILKESON. But I can get that up if you pass this bill, making the decision of the Second Auditor final in "green" cases.

The CHAIRMAN. What do you mean by "green" cases?

Mr. GILKESON. Disallowed cases.

Mr. DOCKERY. That is contemplated in the bill which has passed the Senate, and also in the bill introduced by Gen. Henderson.

Mr. GILKESON. Gen. Patterson told me the bill had passed the Senate (to Gen. Henderson). That is the bill you introduced?

Mr. HENDERSON. He first talked it over with me, and I told him to draft the bill. I thought it was a good thing, and he drafted the bill and sent it to me and I introduced it.

Mr. GILKESON. If you pass that bill and let my clerical force alone I will bring the work up.

Mr. DOCKERY. You are 46 days behind in the pension division. Will you explain, in a word, just what the pension division does?

Mr. GILKESON. They do two things: First, they examine the accounts of pension

agents' payments made; and, secondly, examine claims for reimbursement for deceased soldiers during their last sickness and burial.

Mr. DOCKERY. Is that a review of the work done by the Second Auditor?

Mr. GILKESON. The Third Auditor.

Mr. HOLMAN. The adjustment of these accounts could not be safely allowed to end with the examination of the Third Auditor?

Mr. GILKESON. No, sir; there are questions of law constantly arising there and the Third Auditor is not a lawyer.

Mr. DOCKERY. Neither in the back pay and bounty division?

Mr. GILKESON. No, sir.

Mr. HOLMAN. The horse division is given up?

Mr. HENDERSON. It has been quite a number of years since the filing of claims was limited; how long—four or five years?

Mr. GILKESON. It expired last July. Of course no new applications have been filed, but it will be a long time before that work is brought up.

Mr. HENDERSON. Do you know how many clerks you have employed in that division?

Mr. GILKESON. Yes, sir; in the miscellaneous division I have ten clerks. That division settles horse claims, but they do not settle them exclusively; they settle a good many other things.

Mr. DOCKERY. I notice in your office an average of only eight persons to each chief of division?

Mr. GILKESON. I should think it would be the average; the clerks are classified in that statement.

Mr. DOCKERY. The average is eight persons to each chief; would not that seem to indicate a surplus of chiefs?

Mr. GILKESON. Five of the seven chiefs in my office are lawyers and all prepare legal opinions, the work of that office is entirely legal, there is nothing in the world but that.

Mr. HENDERSON. Then these are not fancy men?

Mr. GILKESON. I have not a single fancy employé in my bureau, not one.

STATEMENT OF E. H. NEBEKER, TREASURER OF THE UNITED STATES.

The CHAIRMAN. I believe you do not ask for any increased force in your office?

Mr. NEBEKER. No, sir.

The CHAIRMAN. Are the clerks you have efficient?

Mr. NEBEKER. Well, sir, as a whole, I should say they were.

The CHAIRMAN. How many inefficient clerks have you got there?

Mr. NEBEKER. I do not think that I have any.

The CHAIRMAN. Do you think a reduction of that force could be made at one or two places?

Mr. NEBEKER. I do not think it could; I do not think any reduction could be made. Everyone is busy in the Treasury Bureau that I know of; there are no idle people there. It gives us more trouble to keep up the work in the summer, when there is quite a number absent; otherwise we get along pretty well. There are a good many on leave in the summer.

Mr. DOCKERY. What is the total number of your employés?

Mr. NEBEKER. As I recollect, it is 283, but I would not be quite sure about it.

Mr. DOCKERY. You have five chiefs of division.

Mr. NEBEKER. I have six, haven't I?

Mr. DOCKERY. I note in a summary of your force that you have forty-two messengers and assistant messengers, laborers and charwomen.

Mr. NEBEKER. If there is anything we are deficient on it is in that force. We have more trouble to get along with that than any other.

Mr. DOCKERY. Now I notice that you average only four people to each messenger and assistant messenger and laborer.

Mr. NEBEKER. These laborers and charwomen clean up rooms and halls and that kind of thing.

Mr. DOCKERY. Are you quite sure you need all this messenger force?

Mr. NEBEKER. Yes, sir, we do, indeed; we need every one, and if there is anything we need it is that. We have more trouble with our messenger force than any other force in the Bureau.

Mr. DOCKERY. Do you think you need as many chiefs of divisions as you have now?

Mr. NEBEKER. Yes, sir. I do not think we could get along with any less in the bureau.

Mr. DOCKERY. Are you up with the work of your bureaus?

Mr. NEBEKER. We are compelled to keep up with the work; as it comes from the different departments we are compelled to keep up.

Mr. DOCKERY. How does the volume of work compare with the volume of work done in former years?

Mr. NEBEKER. I am a new hand and I could not speak. I know we are busy, that is about all that I know about it.

STATEMENT OF E. S. LACEY, COMPTROLLER OF THE CURRENCY.

Mr. DOCKERY. I understand you were allowed by the last Congress an additional force, consisting of a chief clerk at \$2,500 in place of a chief of division at \$2,200, two clerks of class 2, two clerks of class 1, and eight clerks of \$1,000, and a reduction of twelve clerks at \$900 each was made; it in effect being simply a rearrangement and classification of your force without an increased cost. Now, have you carefully examined this estimate with a view of submitting a reduction if one can be made as to the number of the force and the salaries paid?

Mr. LACEY. I have addressed to each of my chiefs of divisions letters asking if it was possible to so reorganize and so change the conduct of business in their divisions as to spare any part of their force. I have in two instances appointed committees to examine and see if any reduction can be made, and I find we need an increase rather than a decrease. I do not ask for an increase; I have not asked for any since I have been in office, although it has been the universal opinion of the bureau that we need an increase. I asked the committee in the last Congress and they reorganized the bureau so as to give a greater efficiency without an increase of appropriation. As an indication of the reason why we can not get along with a less force I want to say the force now is less than it has ever been since 1875, in seventeen years. There has been a diminution rather than an increase. So to-day we have 90 clerks and messengers altogether, which is a smaller number than the bureau has ever employed for seventeen years. In the meantime the increase of the number of banks has been from 2,048 to 3,738, an increase of over 1,500 banks, nearly double the number of banks to be treated with no increase of force, but rather with a diminution.

Mr. DOCKERY. Are your clerks up to fair standard of efficiency?

Mr. LACEY. I think I may say they are.

Mr. DOCKERY. You are sufficiently acquainted with the personnel of your force to speak positively as to that?

Mr. LACEY. I am very well acquainted with it.

Mr. DOCKERY. Has the marking system been introduced in your office?

Mr. LACEY. It has.

Mr. DOCKERY. Is this the circular giving the regulations relating to the marking system?

Mr. LACEY. That is not the circular.

Mr. DOCKERY. This, then, is the circular relating to leaves of absence?

Mr. LACEY. This regards leaves of absence.

Circular.—Leaves of absence.

[1890. Department No. 30. Division of Appointments.]

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., May 13, 1890.

The following regulations governing absence from the Treasury Department are hereby established:

First. Hereafter, each clerk or employé may, when the duties of his office will permit, be granted leave of absence, with pay, for vacation, not to exceed thirty days in each calendar year, or, pro rata, two and a half days for each month of service in said year.

Second. Absence in excess of thirty days in any calendar year, except in case of sickness, will be without pay.

Third. In case of personal sickness which incapacitates any clerk or employé from performing his duties in the Department, and the fact of such sickness and incapacity is established to the satisfaction of the Secretary, in the manner hereinafter set forth, the clerk or employé may be paid for such absence on account of sickness, not to exceed thirty days in any calendar year.

Fourth. After an absence of sixty days in any calendar year, for all causes, the services of the clerk or employé may be discontinued, unless, upon the recommendation of the bureau officer, a substitute is employed to perform the duties of the clerk or employé absent on account of sickness.

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Fifth. Before being paid for time absent on account of sickness the clerk or employé must file his affidavit, stating the fact of such sickness, giving the precise period or periods thereof, and stating that for such period he was unable, by reason of said sickness, to perform his duties in the Department; giving in said affidavit the name and address of the attending physician, and if no physician was employed the reason therefor must be stated. Accompanying the affidavit must be a certificate of the attending physician, if one was employed, that during the time named in the affidavit the employé was physically unfit for duty.

Sixth. Personal sickness occurring during absence on leave will not be allowed as absence on account of sickness.

WILLIAM WINDOM,
Secretary.

The WITNESS. I do not know but that may have been superseded by some later one.

Mr. DINGLEY. I understand from the Secretary that is the regulation now in force and has been since 1890.

Mr. DOCKERY. I notice an estimate for expenses of special examination of national banks and plates, of keeping the macerater in the Treasury building in repair, and other incidental expenses attending the working of the macerater, \$2,000. Will you state briefly the nature of that expense, and what is meant by special examination of national banks, bank plates, and what is a macerater?

Mr. LACEY. A macerater is a machine by which retired national-bank notes are reduced to pulp. They were formerly destroyed by fire. The law requires the Comptroller annually to make an examination of the plates from which national-bank notes are printed that are in the vault at the Bureau of Engraving and Printing. Banks are continually going out of existence by liquidation and by insolvency, and plates are necessarily going into disuse by reason of their continuance of their charter existence, whereby it makes it necessary that they should have new plates prepared. Consequently, once a year a committee is appointed to examine the plates and to destroy those not now in use, and to demonstrate the fact that all those that are in use are present and accounted for in the vault at the Bureau of Engraving and Printing.

Mr. DOCKERY. What was expended under that clause during the fiscal year 1891?

Mr. LACEY. Under that particular clause—I could not give the figures without referring to the books of the Department.

Mr. DOCKERY. Will you give us the expenditure under this clause in a supplemental statement for the fiscal years 1890 and 1891, by items, and then if that includes other incidental expenses, state in a general way what was expended in that direction?

Mr. LACEY. I will have a complete statement made of that.

APRIL 27, 1892.

Appropriation entitled "Examinations of national banks and bank plates," which reads as follows:

"Expenses of special examinations of national banks and bank plates, of keeping macerater in Treasury building in repair, and for other incidental expenses attending the working of the macerater."

Fiscal year ended June 30, 1890.

Expenses of special examinations of national banks.....	\$108.76
Examination of bank plates, no expense. A clerk was detailed from this bureau. Expenses of keeping macerater in Treasury building in repair (new machinery)	1,229.50
Incidental expenses attending the working of the macerater.....	306.92
	<hr/>
	1,645.18

Fiscal year ended June 30, 1891.

Expenses of special examinations of national banks	\$353.46
Examination of bank plates, no expense. A clerk was detailed from this bureau.	
Expenses of keeping macerator in Treasury building in repair.....	309.77
Incidental expenses attending the working of the macerator.....	50.48
	<hr/>
	\$713.71

Fiscal year beginning July 1, 1891, and up to this date.

Expenses of special examinations of national banks	\$1,372.32
Examination of bank plates.....	390.00
Expenses of keeping macerator in Treasury building in repair.....	78.50
Incidental expenses attending the working of the macerator.....	40.27
	<hr/>
	1,881.09

Mr. DOCKERY. In regard to the item "For expenses of the national currency (to be reimbursed by the national banks) namely: One superintendent at \$2,200; one teller; one bookkeeper, etc.," I see that you estimate for an increase of salary of the superintendent \$200?

Mr. LACEY. No, sir; there is no increase. That is simply to correct an error in last year's bill.

Mr. DOCKERY. Then in fact there is no increase and this is simply to correct an error?

Mr. LACEY. Yes, sir.

Mr. DOCKERY. Now, explain the general use for which the money carried by this paragraph is applied to?

Mr. LACEY. The clerks paid for upon the reimbursable roll are supposed to be engaged in the redemption of national-bank notes. The legislators at that time thought it was a proper charge against the banks and ought not to come out of the public Treasury. A similar force is in the office of the Treasurer of the United States, and what is known as the redemption division of the Treasury of the United States is paid by assessments upon national banks, and this part of my expenditure comes under the same head and is assessed by the Treasurer of the United States, collected from the banks, and those clerks are paid by the banks themselves, and not out of the funds of the General Government.

Mr. HENDERSON. Is that expense pro rated upon the capital stock of the banks?

Mr. LACEY. It is based upon the amount of circulation redeemed for each bank.

Mr. DOCKERY. This expenditure necessarily decreases as the volume of national-bank currency is reduced?

Mr. LACEY. The volume is not so important as the number of packages handled. For instance, while the circulation to-day is only about one-half of what it was at one time, we have nearly double the number of banks, and the force does not decrease in proportion to the diminution of the volume of currency. For instance, the number of entries, the amount of scheduling, the amount of bookkeeping, and the certificates of destruction, and all the paraphernalia of redeeming these notes is just as much for a bank having \$50,000 circulation as one having \$5,000,000 circulation, because the number of operations are precisely the same. Naturally, the counting of the number of notes in a large bundle is more than counting the number of notes in a small bundle, and, with that exception, the work is just the same for the banks to-day as when we had a very large circulation. For that reason I made a change in reducing the number of counters a few years ago, and you gave me in place of them clerks to make these schedules rather than to count notes.

Mr. DOCKERY. I notice a reduction of three clerks by the last Congress?

Mr. LACEY. That was at my suggestion; only a change of the former appropriation. I had more counters and not as many clerks as I needed; consequently I asked to drop three counters at \$900 and give me clerks at \$1,000 and \$1,200.

Mr. DOCKERY. I note also that the footing of the total expenditure remains the same.

Mr. LACEY. The same amount.

Mr. DOCKERY. Can not you reduce that force?

Mr. LACEY. It would be perfectly impracticable to reduce my force a single man.

Mr. HENDERSON. What is the difference, so long as the banks pay for it?

Mr. DOCKERY. The question is what is the proper amount.

Mr. HENDERSON. Or is it a question whether we are not pushing the banks too hard?

Mr. LACEY. It is impracticable to assign these clerks to an identical duty. For instance, the counters are properly charged to the banks, and when the counters get through at 2 o'clock they take up other work, and you can not possibly confine it right down to a particular work as chargeable to a bank. For instance, the counters must complete the work that you may destroy the notes at 2 o'clock; so from 2 to 4 they take up other clerical work and assist in the general division, and they are employed in various ways.

Mr. DINGLEY. That is, some of this force employed on national-bank work are employed a portion of the time at general work of the office?

Mr. LACEY. Yes, sir.

Mr. HENDERSON. We steal a little bit of their labor from the banks?

Mr. LACEY. Well, I can not say about that. We do not allow a man to be idle because he is paid by a bank.

The CHAIRMAN. You have three chiefs of divisions at \$2,200?

Mr. LACEY. Yes, sir.

The CHAIRMAN. There is great pressure brought upon us here to make all chiefs of divisions equal, and your chiefs get \$100 more than anyone else.

Mr. LACEY. Oh, no. How much do the chiefs in the Secretary's office get?

The CHAIRMAN. That is different. You get \$100 more; the others get \$2,000 and

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\$2,100. What reason is there for these to get \$2,200 when the other chiefs only get \$2,000 and \$2,100.

Mr. LACEY. I am not talking about other chiefs; I do not know anything about them. I know this, that the chief of my organization division has a great many very abstruse law questions to wrestle with. I have no law clerk or law officer in my division. The chief in that division is a good practicing lawyer and he is very poorly paid.

The chief of the reports division has charge of nearly 4,000 national banks and the charge of the criticism of the examiners' reports upon these banks. As a matter of fact, he is a man who should be qualified to criticise Mr. Williams of the Chemical Bank or Mr. Gage of the First National Bank of Chicago, and tell them how to run their banks and in what respect they have neglected their duty. Now, it requires a man of a good deal of knowledge and a great deal of application to be put in charge of so responsible a work as that.

The CHAIRMAN. That is the reason I asked you, because I thought there was a difference in some chiefs; the question seems to be whether they shall be leveled down or leveled up.

Mr. LACEY. I have other chiefs. I have the chief of the issue division. He has in his floor forty-five to fifty millions of national-bank notes which passes under his supervision. They come in every day by hundreds of thousands from the Bureau of Engraving and Printing; they are under his control until they are finally issued. It is a very responsible place, and there are few more responsible places in that building.

The CHAIRMAN. That is all I wish to know.

Mr. LACEY. I have really two other chiefs of divisions who only get \$2,000. One has charge of insolvent banks and one is the general bookkeeper, who only get \$2,000 a year, so that where my bureau ought to have at least five chiefs of divisions really it has but three.

Mr. DOCKERY. You have only 23 men now to each chief of division?

Mr. LACEY. I do not know the average. There are three chiefs of divisions and about 90 clerks.

STATEMENT OF JOHN W. MASON, COMMISSIONER OF INTERNAL REVENUE.

The CHAIRMAN. The six heads of divisions are what are called chiefs of divisions?

Mr. MASON. Yes, sir.

The CHAIRMAN. They get \$2,250 each?

Mr. MASON. We have eight chiefs of divisions, two of them get \$2,500, and the other six get \$2,250. One of the men who gets \$2,500 has charge of a division, and is also the chief clerk of the Bureau, and the other who gets \$2,500 is the chief of the stamp division and has charge of all stamps.

The CHAIRMAN. What character of men do you have to have there; do you have to have lawyers there?

Mr. MASON. We have one law division, and the others are men who have to be, most of them at least, acquainted with the technical work of internal revenue.

The CHAIRMAN. Are you not pretty much up with your work?

Mr. MASON. Part of our work has to be kept up all the time—current work. The balance of the work we are pretty well up on, but we are not entirely up.

The CHAIRMAN. Your force was increased a good deal last year?

Mr. MASON. It was increased one division last year, which required the chief of division and a regular set of clerks, six clerks; that was on account of the sugar bounty. You made a new division, the sugar division.

The CHAIRMAN. Did not the reduction of the tobacco tax, etc., relieve your office?

Mr. MASON. No, sir; we do more work.

The CHAIRMAN. When licenses were abolished last year, does not that reduce some of the force?

Mr. MASON. Well, so slight it does not make much difference; it makes a little difference in the collector's office.

The CHAIRMAN. Is your force an efficient force?

Mr. MASON. I should say so. We have a few old people there, but taking the force all the way through it is efficient.

The CHAIRMAN. There is no place in there where we can cut and reduce your force?

Mr. MASON. No, sir; I do not think there could be any reduction at all. As a business proposition of my own I should not take a clerk out.

Mr. DOCKERY. What are the principal subdivisions of your work?

Mr. MASON. Shall I give them by divisions?

Mr. DOCKERY. In just as few words as possible.

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Mr. MASON. Taking the divisions, one division has charge of all spirits that are produced, including beer; another division has charge of everything that goes into bond and assessments of overdue taxes; another division has charge of accounts; another division has charge of stamps; another has charge of sugar bounties, and another chief clerk and appointment division.

Mr. DOCKERY. Are you up with the current work in the several divisions?

Mr. MASON. Practically up.

Mr. DOCKERY. How was it twelve months ago?

Mr. MASON. I should say the condition of work this year is about the same as last year.

Mr. DOCKERY. You are able to keep up with the current work?

Mr. MASON. Yes, sir; but we are behind in some matters, in recording and filing papers, but in current work we are practically up to date.

Mr. DOCKERY. You have charge of a large force; 209 clerks in all?

Mr. MASON. No, sir; 165 clerks, 209 in the entire force.

Mr. DOCKERY. Are you sufficiently acquainted with the personnel of your force to be able to state that they are all up to a fair standard of efficiency?

Mr. MASON. I should think they would average well. We have a few people there who are probably a little old, but only a few of them. We find in all bureaus and divisions people who are growing old and are not quite up to the standard in many respects, but who, on account of their official knowledge and general knowledge of the Bureau, make them practically as good clerks as any.

Mr. DOCKERY. Suppose you were conducting this Bureau as a private business, would you change any of your force?

Mr. MASON. I can not now think of any I would take off.

Mr. DOCKERY. The force, if under your charge as a private enterprise, would not be changed?

Mr. MASON. Sometimes people who have been in there a long time would have technical knowledge which would be taken into consideration with people who are younger and can do more work.

Mr. DOCKERY. I understand you to say you would not change any of them if you were at the head of that Department and on your own account as a business enterprise?

Mr. MASON. I would rather say this: that I think the force is generally efficient. I would not say there was not here and there a clerk you might not take out and select some one among the commercial world outside who would be better, if I had absolutely control of it. I would not say that. There are very few clerks anywhere that you might not look around and get a better one, in any business.

The CHAIRMAN. I see on page 55 you change the wording and insert the words "including the transportation of public funds." Why have you done that?

Mr. MASON. There is no recommendation of mine to make a change. I do not know who put that in there.

Mr. HENDERSON. The Secretary probably put it in there.

Mr. DOCKERY. Do you know any reasons for the change in the phraseology?

Mr. MASON. No, I can not think of any. If I think of something I will send you a letter upon it.

Mr. HENDERSON. I will ask you to carefully investigate that and address a letter to Gen. Forney, giving the reasons for that.

Mr. MASON. Yes, sir, I will.

The CHAIRMAN. Last year we gave you \$1,965,000 for this particular business which we are talking about, for salaries of collectors, deputy collectors, etc.; do you think you need that much this year?

Mr. MASON. No, sir; I have estimated for \$1,950,000. Heretofore you have given \$1,800,000. In making the first estimate as to what should be added on by reason of the payment of sugar bounty, I put \$165,000 on. I find this year it will cost in the neighborhood of \$150,000. We have not all the claims in, and do not know exactly, but I think we can get along with \$1,950,000.

The CHAIRMAN. What were your expenses last year?

Mr. MASON. The fiscal year 1891 we expended \$1,761,157.70.

Mr. DOCKERY. That is for the fiscal year 1891?

Mr. MASON. Yes, sir. Those were the accounts adjusted up to the time of the close of last fiscal year. There are always a few accounts coming in afterwards.

The CHAIRMAN. Do you know how much was expended up to the first six months of this fiscal year?

Mr. MASON. I can not remember it, but I shall give you a statement of it.

The CHAIRMAN. We will be glad to have it.

Mr. MASON. I will send you a statement of it. Perhaps I could give it a little later than that, probably up to the first nine months.

Mr. HENDERSON. I want to ask you a question about these accounts. These accounts that do not come in until after the end of the fiscal year, 1891, and which

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had accrued prior thereto, do you pay out of the appropriations for the year ending June 30?

Mr. MASON. Yes, sir; that was an expenditure chargeable to that appropriation.

Mr. DOCKERY. Now I will ask you to send to Gen. Forney, chairman of the committee, an itemized statement of this estimate of \$1,950,000.

Mr. MASON. What we have expended this year as far as I can give?

Mr. DOCKERY. We desire you to send to the chairman of the committee an itemized statement of the \$1,950,000 you estimate for the ensuing fiscal year.

Mr. MASON. Yes, sir.

The CHAIRMAN. Now we gave you for the expenses of agents and surveyors, fees and expenses of gangers, etc., \$2,000,000. In 1891 there was a deficiency of \$105,000. This year you ask for \$2,150,000. We would like to know how much you have paid out up to this time and whether there will be a deficiency?

Mr. MASON. There will be a deficiency of about \$165,000.

Mr. HENDERSON. For the current year?

Mr. MASON. Yes, sir.

Mr. DINGLEY. We appropriated \$2,105,000 for 1891.

Mr. MASON. We estimated last year for \$2,150,000 for 1892 and you only gave \$2,000,000.

The CHAIRMAN. We gave you, last year, \$36,000 to employ twelve inspectors, not to exceed an amount of \$5 per day, for this sugar inspection, and this year you want \$40,000. Did you not find that \$36,000 was not a sufficient amount?

Mr. MASON. Yes, sir; we think it will not be. It is an estimate of course. Last year the sugar inspectors were not employed until after the first of July, and some of them were not up to August and September, and we think it will take \$40,000 to pay for them.

Mr. DOCKERY. I understand that you will send to Gen. Forney a statement of the actual amount expended for gangers, etc., and of the amount that has been expended up to this time as nearly as possible?

Mr. MASON. Yes, sir.

Mr. DOCKERY. Can you state from recollection what you have paid under the sugar bounty awards up to this time?

Mr. MASON. Do you mean all our expenses by way of bounty?

Mr. DOCKERY. By way of bounty up to this date.

Mr. MASON. I thought possibly you would want to know that and I had an estimate made as nearly as I could. We have received up to April 26, 1892, 2,784 claims for bounty, all told. That includes, of course, the bounties on cane sugar, very few from maple, and sorghum and beet. These claims made up \$7,275,294.10.

The CHAIRMAN. That does not include maple; that would not be much?

Mr. MASON. Very few claims, if any, were for maple. You see these people who make sugar file a number of applications for their bounty; they do not get their bounty all at one time. For instance, there are only a few over 700 people who make cane sugar, but they have filed; of course, some have three and four and five different claims. Of these claims of persons who have qualified as sugar producers 697 of them were from Louisiana, 15 from Texas, 15 from Florida, 1 from Mississippi. That includes now the cane sugar. The beet sugar, there are 2 factories in Nebraska, 3 in Colorado, 1 in Utah. On sorghum there are 3 in Kansas. Four thousand two hundred and thirty-nine people have qualified as producers of maple sugar. I have not them by States.

Mr. DOCKERY. You are not able to state how many of them live in Vermont?

Mr. MASON. No; I can not give them now, but I can if you desire.

Mr. DINGLEY. The payments of those are not likely to be very large?

Mr. MASON. No, sir.

Mr. DOCKERY. In this statement, as I understand, you do not include payments on account of maple sugar?

Mr. MASON. If there is anything of maple sugar in it it is very little. The claims filed are \$7,275,294.10, and the claims actually paid are \$5,954,916.46 up to yesterday. These others are claims that have come to my office, and all of them except probably 8 or 10 have been passed by the Comptroller—

Mr. HENDERSON. Do I understand these claims have to be audited before payment?

Mr. MASON. Yes, sir; they go from my office to the Fifth Auditor and from there to the Comptroller.

Mr. DOCKERY. I understood you that this amount does not include the liability on account of maple sugar.

Mr. MASON. Let me say now that this does not include any claims for maple sugar. If I am wrong it is very little wrong, and I will send you a statement of it.

Mr. DOCKERY. What amount of claims have you on file for maple sugar?

Mr. MASON. The claims for maple sugar are now just coming in, and I could not tell you.

Mr. DOCKERY. They come in during the spring?

Mr. MASON. Yes, sir. There are 4,200 applicants who took out licenses.

Mr. DOCKERY. In the estimates for the current fiscal year what do you estimate for maple sugar?

Mr. MASON. We do not estimate that; it is paid out of the permanent appropriation.

Mr. DOCKERY. This is a permanent appropriation?

Mr. MASON. Yes, sir. I think my estimate was it would take \$10,000,000 to pay all off.

Mr. HENDERSON. This current year?

Mr. MASON. Yes, sir; but it will not reach that. I think it will not exceed \$8,000,000. The amount paid for maple sugar will be very inconsiderable. The crop was almost a failure, and I should think it will not take more than \$25,000 on maple sugar. The sugar crop in Louisiana is short and the maple crop almost a failure, and instead of having \$10,000,000 I do not think it will reach \$8,000,000.

Mr. DOCKERY. Will you send also a letter to Gen. Forney, the chairman of the committee, giving him a statement of the expenditures you have made on account of these 12 inspectors, indicating the expenses and showing what is the per diem and what are the actual traveling expenses?

Mr. MASON. Yes, sir, as far as the accounts have been adjusted.

Mr. DOCKERY. Will you now state if you can from memory just how you determine the necessary expenses for these inspectors?

Mr. MASON. We allow an inspector \$5 a day salary and actual necessary traveling expenses, requiring him to produce a voucher for everything that he has expended for over \$1, and swear to his accounts.

Now, here is another matter. When spirits of any kind are taken to a rectifying house, the gauger is required, before the package is broken, to gauge the contents of the package, and after it is, as we call it, dumped and mixed with water, or whatever matter they use to rectify, it is then taken out of the rectifying house and gauged again. The first gauging is absolutely necessary to prevent illicit spirits going to the rectifying house. There is no necessity, in my judgment, for gauging out of the rectifying house. In the first place, the spirits are so manipulated by compounds of various kinds placed in the various spirits you can not gauge accurately and show what the specific gravity is, and you have to take their word for proof, and I know of no reason why these spirits should be gauged out. That will save the gauging of several million gallons of spirits.

Mr. HENDERSON. Has not that always been the practice?

Mr. MASON. Gauging out; yes, sir.

Mr. DINGLEY. It has been regarded necessary to prevent fraud?

Mr. MASON. Of course that is the reason it has always been done. My judgment is that it need not be gauged out. The first reason is because we can not get it accurately, and in the second place when we require the rectifiers to put a stamp on the spirits showing exactly where they got them, we have thus precisely the same precaution that we have in the wholesale package.

Mr. HENDERSON. Does not the gauger, when he gauges out of a bonded warehouse or rectifying house, put a brand upon the barrel?

Mr. MASON. Yes, sir.

Mr. HENDERSON. So that no barrel would be found in the United States unbranded?

Mr. MASON. No, sir.

Mr. HENDERSON. If you abandoned that, these barrels would go unbranded?

Mr. MASON. We require him to put the same stamp on it that the wholesale dealer is required. If that is practicable, and I think it is, it will save the bureau certainly a hundred thousand dollars a year.

Mr. DOCKERY. Did you make that recommendation in your annual report?

Mr. MASON. Yes, sir.

Mr. DOCKERY. I suggest you send a letter to Gen. Forney referring to the recommendation which I suppose you set out fully in your annual report, and also send to the committee the language you would like to have, in the event we determine to make such a recommendation?

Mr. MASON. Yes, sir.

Mr. HENDERSON. And state in your letter what saving it will be and how much it would cut your estimate?

Mr. DINGLEY. And state whether in your judgment it would not result in any fraud to the revenues?

Mr. HENDERSON. Is that set forth fully in your report?

Mr. MASON. Yes, sir.

Mr. HENDERSON. If there are any additional reasons I would like you to add them.

Mr. MASON. Yes, sir; I will write you pretty fully.

Mr. HENDERSON. Look carefully into that question of fraud. The original provision, I know, was to act as a guard against fraud.

Mr. MASON. Yes, sir; I have gone over it personally very carefully and I am very thoroughly satisfied about it.

Mr. HENDERSON. What is the wholesale dealer's stamp?

Mr. MASON. The wholesale dealer puts a stamp and number of the package from which the spirit contents of that were taken.

Mr. HENDERSON. The gauger has nothing to do with that?

Mr. MASON. No, sir.

Mr. HENDERSON. And he would have nothing to do with the affixing of the stamp on the rectifier's barrel?

Mr. MASON. No, sir; I would make the rectifier responsible.

Mr. HENDERSON. So, if we were to abandon the gauging out of the rectifying establishment it only increases the amount that goes out as wholesale liquor dealers?

Mr. MASON. Yes, sir. We have many ways of detecting it. The one objection particularly is the rectifier might take one barrel and make half a dozen. He would be required to put on his stamp the package from which it was taken, which we have an account of. We have an account of whisky from the time that it is manufactured until it goes into the retail dealer's hands. If he has two or three packages which purports to have come from some original package, of course we would not know that was a fraud. Thus you see that is only cheating the customers any way. If we are careful not to let anything get into the rectifying house except what has been taxed, it does not cheat the Government.

Mr. HENDERSON. The rectifier could, with water or acids or drugs, convert one barrel of high wine into ten barrels of whisky.

Mr. MASON. He does that now, but we take his word for the strength and certify to the trade that it is of a certain strength, but we do not know whether it is or not.

Mr. HENDERSON. Why can not the gauger tell the strength when it is diluted by the addition of acids or drugs or something else?

Mr. MASON. I should answer that some rectifying houses only mix it with water and then we can tell the strength of that of course. The only reason we can not tell the strength is, when they put in sugar or sirup, which changes the specific gravity. As long as there are any spirits in it, it is lighter than water, but whenever you put in sugar or sirup it is heavier than water.

Mr. HENDERSON. Have any tests been made to see what the effect is of the application of sugar and sirup?

Mr. MASON. One must make an analysis to ascertain how much there is.

Mr. HENDERSON. You can take so many gallons of pure alcohol, high wines, and rectify it and gauge it again and let the gauger get its strength, and then add sugar or sirup to it and see how much the specific gravity varies.

Mr. MASON. The hydrometer will not register. The hydrometer is so constituted that when put in water it floats, and when put in alcohol it stands on top, and when put in a mixture of alcohol and water it rises, and you can ascertain. But whenever you get anything into it which makes the product heavier than water, then, of course, you could not tell anything about it with the hydrometer.

TREASURY DEPARTMENT,
OFFICE OF THE COMMISSIONER OF INTERNAL REVENUE,
Washington, D. C., April 29, 1892.

SIR: Complying with the request of the committee, I herewith inclose statements asked for.

Statement No. 1 gives you in detail the expenses paid out of the appropriations for the salaries and expenses of collectors, including the pay of deputy collectors and clerks and the expenses of enforcing the act of August 2, 1886, etc. This appropriation for the year ended July 1, 1891, was \$1,800,000. It will be observed that we expended only \$1,761,157.70. The expenses under this act necessarily fluctuate. The expenses of collectors depend on the amount of their collections. The number of deputies kept on duty vary in accordance with the necessities of the service. You will observe that the appropriation asked for under this head for the fiscal year 1893 is \$1,950,000. This includes \$150,000 for executing the law in relation to the payment of the bounty on sugar. The appropriation for that purpose last year was \$165,000. It will require something over \$150,000 for this purpose, but as \$1,800,000 is an ample appropriation for the other purposes I think that we can get through with \$1,950,000 for all; but the appropriation should be fully that amount.

Table No. 2 shows the items of expense under the appropriation for salaries and expenses of revenue agents and surveyors, for fees and expenses of gaugers, salaries of storekeepers, and miscellaneous expenses. The appropriation made for these purposes has been insufficient for quite a number of years, as the records will show. The appropriation for 1891 was \$2,000,000, I believe; but the amount paid out at the close of the year was \$2,103,451.58, and there was still a deficiency of nearly \$10,000. The appropriation for these purposes for 1892 is \$2,000,000. It will require about \$2,165,000. The increase in the number of distilleries, together with the increase in the gauging to be done in executing the law in relation to the fortification of sweet

wines, have increased largely the expenses. In addition to this, there was a large fruit crop during the present year, and very considerable sums have been expended for gauging at fruit distilleries. During the year 1891 we paid out very little for this service. I beg to ask that this appropriation be made at least \$2,150,000. A large portion of it, as you will observe, is paid to gaugers and storekeepers. There are about 2,500 of these officers. A deficiency necessarily works delay and hardship to a large number of men, the majority of whom receive small salaries. About one-half of these men receive only \$2 per day; and as experience has taught us that the fund is absolutely necessary I sincerely hope that enough money will be appropriated to pay all of these officers. The law requires me to assign them, and they must be paid sooner or later.

You will note also that out of the appropriations coming under table No. 2 is paid miscellaneous bills. I attach hereto my report for the last fiscal year, showing items paid out of the miscellaneous account, and in this connection I would answer another question propounded to me by your committee. The question was as to why it was asked to have the charges for the transfer of public money paid out the appropriation No. 1. This recommendation was not made by this office, but upon examination of the reasons for it I heartily approve it, provided that the appropriation asked for shall be made. We have been having for a number of years a deficit in the appropriation made for the payment of items in No. 2, but have seldom had one in the items paid under No. 1. Therefore, by taking this item out of table No. 2 and placing it in table No. 1 there is less liability of a deficiency. By referring to the table of miscellaneous expenses hereto attached you will see that the express charges on public monies forwarded by collectors, etc., during 1891 were \$4,272.20. The effect of this legislation would simply be to transfer this account from one appropriation to another.

I also send you a comparative statement of the expenses of the first six months of the fiscal years 1891 and 1892. You will observe that table No. 3 has reference to the items appropriated for in table No. 1, and that there was expended during the first six months of 1892, \$74,288.45 more than was expended during the first six months of the previous year. But this includes in the expenses of 1892, \$69,617.75 for money expended in executing the law for the payment of bounty on sugar. So that the actual increase for the first six months of the present year over that of last is \$4,670.70.

Table No. 4 is a comparative statement of expenses of the first six months of 1892 with the first six months of 1891, and shows an increase of \$31,564.02. This increase is largely due to the expenses of gaugers as above indicated, namely, that during the fiscal year 1891 we expended only a very little for the fees and expenses of gaugers at fruit distilleries.

I also append a table No. 5, showing the amount paid for sugar inspectors during the first six months of the present year. None of these officers entered on duty till the month of July, and some of them not until August and September, so that the expenses will be considerably more on this account for the last six months of the year than for the first.

I also inclose copy of a bill to which I referred when before your committee, the primary object of which is to dispense with the gauging of spirits at rectifying houses after rectification. You will observe that I have provided for the repeal of section 8 of the act of March 1, 1879, and suggest an amendment. The object of this is to provide more specifically and definitely for the gauging of spirits when taken into a rectifying house, and before rectification or compounding commences. This is done now by regulation of this Bureau under the general authority conferred under said section, but as this is to be the only gauging done in a rectifying house, and is very important, I desire that the authority shall be full and complete.

The second section suggested is a modification of section 3320, Revised Statutes. The object of that is apparent. It simply omits the clause which requires the spirits to be again gauged before being taken out of the rectifying house, and requires instead thereof that the package shall be marked, branded, and stamped by the rectifier in such manner as may be prescribed by the Commissioner of Internal Revenue. More than 70,000,000 gallons of spirits have been annually gauged under this requirement of law. The question of taxation is not involved, as the spirits are all tax-paid before they enter the rectifying house. It is a mere question as to whether the spirits shall be regauged to prevent fraud on the Government. I am clearly of the opinion that it is not necessary. The gauging of 70,000,000 gallons of spirits represents 35,000 days' work for a gauger, which costs the Government \$175,000 per year. A large portion of this sum can be saved, I think, without any danger to the Government. I had the honor to recommend this change in my last report to the Hon. Secretary of the Treasury, who approved the same.

I herewith inclose clipping from my last annual report stating my recommendations and the reasons therefor.

Section 3 herein suggested will repeal section 3323, Revised Statutes. It provides instead for additional reports to be made by wholesale dealers. This I regard as of very great importance in connection with the legislation herein asked for.

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If the suggestions herein made shall become law I am of the opinion that the supervision that the Government holds over the manufacture and disposal of spirituous liquors will be complete, and that the expense will be reduced to the minimum.

Should your committee desire any further information on the subjects above referred to I shall take great pleasure in imparting all within my knowledge.

I beg to add that for many years the appropriation for the payment of deputy collectors and clerks has limited the number of deputies and clerks and their respective salaries to the number and salaries paid during the previous year. The effect of this legislation is to prevent this office from rearranging the numbers or salaries of these officers. We now employ 963 deputy collectors. The salaries range from \$120 to \$2,000 per annum. I would recommend that this legislation be omitted from the present appropriation bill. The money appropriated is ample; but I am of the opinion that we can secure better service at the same cost by a reorganization and reapportionment of salaries.

Very respectfully,

JOHN W. MASON,
Commissioner.

Hon. W. H. FORNEY,
House of Representatives.

No. 1.

Statement in detail of expenses for the Internal Revenue Service fiscal year 1891.

Appropriation, "Salaries and expenses of collectors," etc.:

Salaries of collectors	\$255,986.32
Salaries of deputy collectors	1,070,629.29
Expenses of deputy collectors	197,406.19
Salaries of clerks to collectors	193,542.05
Office rent, fuel, gas, and telephones	34,587.75
Stationery, blank books, depositing money, etc	8,467.33
Supplies for laboratory	538.77
Total	1,761,157.70

No. 2.

Appropriation, "Salaries and expenses of agents," etc.:

Per diem of storekeeper and storekeeper-gauger	\$1,255,284.25
Fees and expenses of gaugers	730,933.47
Salaries of revenue agents	43,024.00
Expenses of revenue agents	29,703.37
Expenses of distillery surveyor	1,614.42
Miscellaneous expenses as itemized in Commissioner's report, p. 8 ..	42,892.07
Total	2,103,451.58

No. 3.

Comparative statement showing expenses for the Internal Revenue Service for the period from July 1 to December 31, for the fiscal years 1891 and 1892.

Appropriation, "Salaries and expenses of collectors."	First six months, 1891.	First six months, 1892.
For Salaries of collectors	\$124,500.00	\$125,690.33
Salaries of deputy collectors	535,684.73	590,860.38
Expenses of deputy collectors	94,662.55	102,410.79
Salaries, clerks to collectors	95,183.56	96,751.65
Office rent, etc., collectors	17,224.08	17,453.86
Stationery, etc., collectors	3,519.49	4,523.46
Laboratory supplies	425.96	7,808.25
Total	\$71,210.27	945,498.72
		871,210.27
Increase in 1892		74,288.45
The additional expenses for deputies for sugar bounty in this period of 1892 were	61,837.00	
And for laboratory supplies were	7,780.75	
		69,617.75
		4,670.70

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No. 4.

Appropriation, "Salaries and expenses of agents," etc.	First six months, 1891.	First six months, 1892.
Per diem of storekeepers and S. and G.	\$580,408.00	\$556,597.25
Fees and expenses of gaugers.....	352,988.07	413,859.59
Salaries of revenue agents.....	21,184.00	22,307.00
Expenses of revenue agents.....	13,940.65	14,973.90
Expenses distilling surveyor.....	858.27	3,596.10
Miscellaneous expenses.....	23,310.20	12,819.37
	992,589.19	1,024,153.21
		992,589.19
Increase.....		31,564.02

No. 5.

Expended for sugar inspectors from July 1 to December 31, 1892:

Salary to sugar inspectors.....	\$7,155.00
Expenses of sugar inspectors.....	4,966.20
Total.....	12,121.20

A BILL to amend the laws relating to internal revenue.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section eight of an act entitled "An act to amend the laws relating to internal revenue," approved March first, eighteen hundred and seventy-nine, be amended by striking out all after said number and substituting the following:

"When any rectifier intends to rectify or compound any distilled spirits he shall, before emptying any package of distilled spirits for that purpose, give notice in duplicate to the collector of internal revenue for the district of his intention so to rectify, and submit such package for the inspection of a United States gauger, who shall duly weigh or gauge such package and its contents and make due return thereof, and such spirits shall not be emptied for rectification, nor rectified or compounded in the package, until gauged or weighed as herein above provided: And such notice and return shall be made in such form and contain such particulars as the Commissioner of Internal Revenue may from time to time prescribe."

SEC. 2. That section thirty-three hundred and twenty of the Revised Statutes of the United States be amended by striking out all after said number and substituting the following:

"Whenever any cask or package of rectified spirits containing five wine gallons or more is filled for shipment, sale, or delivery, on the premises of any rectifier who has paid the special tax required by law, it shall be marked, branded, and stamped by the rectifier in such manner and under such rules and regulations as the Commissioner of Internal Revenue may prescribe."

SEC. 3. That section thirty-three hundred and twenty-three of the Revised Statutes of the United States be amended by striking out all after said number and substituting the following:

"Every package of distilled spirits containing five wine gallons or more, filled on the premises of a wholesale liquor dealer, who has paid the special tax required by law, shall be marked, branded, and stamped by such wholesale liquor dealer in such manner, and under such rules and regulations, as the Commissioner of Internal Revenue may prescribe; and on or before the tenth day of each month every wholesale liquor dealer shall make return, under oath, to the collector of internal revenue for the district of the various kinds, and quantities of each kind, and of the total quantity of distilled spirits received on his premises; and of the various kinds, and quantities of each kind, and of the total quantity, of distilled spirits sent out from his stock or possession, during the preceding month; and of the quantity of each kind, and the total quantity, remaining on hand at the end of the month; and such return shall be made in such form and contain such other particulars as the Commissioner of Internal Revenue may prescribe."

SEC. 4. That section thirty-two hundred and ninety-five of the Revised Statutes of the United States be amended by striking out the final words of said section, namely, the words following: "by cutting or burning a canceling line across such marks or brands."

SEC. 5. This act shall take effect thirty days from and after its passage.

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MISCELLANEOUS EXPENSES.

[Pages 8 and 9, Report 1891.]

The act of Congress approved August 7, 1882, making provision for sundry civil expenses for the year ending June 30, 1883, required the Commissioner of Internal Revenue to make a detailed statement of all miscellaneous expenditures in the Bureau of Internal Revenue for which appropriation was made in that act. In accordance with this requirement, I submit the following detailed statement of miscellaneous expenses incurred:

Express charges on public moneys forwarded by collectors and deputy collectors to the depositories.....	\$4,272.20
Locks for use at distilleries.....	5,915.86
Hydrometers used in gauging spirits.....	11,296.75
Gauging rods and wine measures.....	241.35
Steel letters for numbering stills.....	37.50
Saccharometers, polariscopes, and chemicals for testing sweet-wine samples.....	999.08
Stationery for internal-revenue officers.....	15,914.12
The Internal Revenue Record supplied to internal-revenue officers.....	2,399.96
The Federal Reporter for the office of the Commissioner of Internal Revenue.....	10.00
Compensation of United States attorneys in internal-revenue cases allowed under sections 827 and 838, Revised Statutes.....	776.22
Traveling expenses of clerks under special orders of the Department.....	530.38
Expenses of seizures and sales by collectors.....	498.65
Total.....	42,892.07

DISPENSING WITH GAUGING SPIRITS OUT FROM RECTIFYING HOUSES.

Section 3320 of the Revised Statutes requires that "Whenever any cask or package of rectified spirits containing five wine-gallons or more is filled for shipment, sale, or delivery, on the premises of any rectifier who has paid the special tax required by law, it shall be the duty of the United States gauger to gauge and inspect the same, and to place thereon an engraved stamp, signed by the collector of the district and the said gauger, which shall state the date when affixed and the number of proof-gallons," etc. When this stamp is attached the package is placed upon the market. The stamp is, of course, expected to show the proof of the contents of the package, but inasmuch as rectified spirits are very frequently compounded by the addition of saccharine substances it is impossible to accurately determine the proof thereof. The proof of spirits is obtained by the use of a hydrometer, but where any substance is mingled with the spirits which has a greater specific gravity than water and alcohol, the hydrometer will not register the proof. In all such cases the gauger is compelled to take the statement of the rectifier as to the strength of the spirits. When spirits are entered into a rectifying house and dumped they are gauged before any rectification takes place. Such spirits have also been gauged at least once before at the distillery, and as the surveillance exercised by the Government over rectifying houses is simply to prevent frauds (there being no additional tax on rectified spirits), it is, in my opinion, unnecessary to attempt to regauge spirits after they have passed through a rectifying house.

First, because I think it is unnecessary as a protection against fraud; and secondly, because whenever any saccharine matter has been added to the spirits it is impossible to ascertain their proof. During the past fiscal year 71,220,931 gallons of rectified spirits were gauged, involving a large amount of work, which cost the Government a very large sum of money. I am of the opinion that the interests of the service do not require this expenditure, and therefore suggest that Congress be asked to make the necessary amendments to the law dispensing with the gauging of spirits out from rectifying houses, and providing in lieu thereof that the rectifier be required to report to the collector of internal revenue the number of gallons so rectified and the proof thereof, and to place a stamp upon the package showing the serial number of the package from which it was taken, the manufacturer thereof, and such other facts as shall be required by the Commissioner of Internal Revenue, with your approval, and imposing a fine for a failure to make such report or affix such stamp. Of the Revised Statutes, sections 3317 and 3318 would be indirectly affected, and sections 3320 and 3323 directly affected by such amendments.

By substituting the system of weighing for the present system of gauging for the purpose of ascertaining the contents of a package of distilled spirits, and by dispensing with regauging out of rectifying houses, it is believed that the expenses of gauging will be reduced to the minimum. See pages 77 and 78, Commissioner's Report, 1891.

STATEMENT OF E. O. LEECH, DIRECTOR OF THE MINT.

The CHAIRMAN. I wish to call your attention to your office force on page 49. Are your clerks and employes efficient persons?

Mr. LEECH. Yes, sir.

The CHAIRMAN. Can you make any reduction in that force?

Mr. LEECH. No, sir; it is a very small force. You notice I have reduced my estimate slightly for mints.

The CHAIRMAN. How about the mint at Carson, Nev.?

Mr. LEECH. I have not reduced that.

The CHAIRMAN. Why not?

Mr. LEECH. Because the appropriations are not sufficient now. We use the appropriations for the coinage of silver dollars as a deficiency appropriation, and I put in the regular amount you allowed.

The CHAIRMAN. Do you coin silver dollars at the mint at Carson?

Mr. LEECH. Yes, sir.

The CHAIRMAN. Have you not agreed to stop that?

Mr. LEECH. No, sir.

The CHAIRMAN. Are you coining any silver dollars now?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. Coining standard silver dollars?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. Under what law?

Mr. LEECH. Under the act of July 14, 1890.

Mr. DOCKERY. For redemption purposes?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. Will you state how many dollars you have coined at Carson under that act?

Mr. LEECH. One hundred thousand dollars a month under that act.

Mr. DOCKERY. Are you coining at any other mints?

Mr. LEECH. At San Francisco and New Orleans.

The CHAIRMAN. How much at those places?

Mr. LEECH. One hundred thousand dollars at San Francisco and \$300,000 a month at New Orleans.

The CHAIRMAN. That is \$500,000 a month at those three mints?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. How much have you coined under the act of July 14, 1890—

Mr. LEECH. Since the 1st of last July—I do not remember; two or three million dollars.

Mr. DOCKERY. Will you kindly send to Gen. Forney a letter stating the amount of standard silver dollars coined under the act of July 14, 1890, since the beginning of the fiscal year and also where those dollars have been coined?

Mr. LEECH. Yes, sir; I will do that.

The CHAIRMAN. Well, to get back to the expenditures here—I understand you have coined only two or three millions?

Mr. LEECH. Since the 1st of July.

The CHAIRMAN. As you are coining so small a quantity, can not your expenses be reduced from last year when you coined a great many?

Mr. LEECH. We do not pay the expenses of coining silver dollars from this appropriation; it is from the general appropriation under the act of July 14, 1890. This is for the general expenses of the Mint. If we coin silver dollars we pay the expenses of that out of the appropriation contained in the act of July 14, 1890, the same as the act of February 28, 1878.

The CHAIRMAN. Your estimate for Carson was \$60,000 in 1890, \$30,000 in 1891, and \$60,000 this last year.

Mr. LEECH. We expend more than that every year at Carson.

The CHAIRMAN. Have you spent more than that this year?

Mr. LEECH. We spend more than that every year.

The CHAIRMAN. You take that out of another fund?

Mr. LEECH. Exactly.

Mr. DOCKERY. What did you coin at Carson last year?

Mr. LEECH. About the same we are coining now, about \$100,000 a month of silver dollars and about \$100,000 of gold.

Mr. DOCKERY. You are coining now about a corresponding proportion for the fiscal year 1892?

Mr. LEECH. Yes, sir; I think so; there is no change.

Mr. DOCKERY. Under the Bland act your coinage was not done at this mint?

Mr. LEECH. No, sir. We are doing probably what it can do; it is a small mint.

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The CHAIRMAN. At Denver there is no mint, but it is an assay office and that takes the gold and silver that is brought in there?

Mr. LEECH. Entirely.

The CHAIRMAN. How much have you been doing at the mint at New Orleans?

Mr. LEECH. We have been doing a large coinage at the New Orleans mint, and it is a very economically conducted institution.

The CHAIRMAN. How about Philadelphia?

Mr. LEECH. That is the busiest institution, as it does all the minor coinage.

The CHAIRMAN. You will require more money this year than last year?

Mr. LEECH. You see, we use this act of 1890 as a deficiency. The law not only authorizes it, but the committee passed a resolution authorizing us to use that as a deficiency.

The CHAIRMAN. What was that?

Mr. LEECH. The general appropriation contained in the act of 1878; the same provision occurred in the act of 1890.

The CHAIRMAN. Where do you get your money?

Mr. LEECH. Out of the general money in the Treasury; it is an indefinite sum.

The CHAIRMAN. From this seniorage?

Mr. LEECH. That all went into the Treasury.

Mr. DINGLEY. So, as a matter of fact, while in form this appears to be an appropriation paid by taxation, yet it is paid by a profit on the coinage?

Mr. LEECH. But we are not allowed to use it.

Mr. DINGLEY. But really it is not an expense paid by taxation?

Mr. DOCKERY. I see you estimate \$60,000 for wages of workmen and adjusters for the mint at Carson; what amount did you expend under that clause last year?

Mr. LEECH. We spent the amount appropriated and in addition to that we spent \$63,000 more.

Mr. DOCKERY. Out of the silver-profit fund?

Mr. LEECH. No, sir; out of the appropriation contained in the act of 1878 and in the act of 1890.

Mr. DOCKERY. From the permanent appropriations?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. Then what was the total expenditure for 1891 for wages of workmen and adjusters for the mint at Carson?

Mr. LEECH. About \$93,000.

Mr. DOCKERY. I note that the appropriation for 1891 was only \$30,000?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. What did you expend that year?

Mr. LEECH. That is the year I am speaking of.

Mr. DOCKERY. For that year \$30,000 was appropriated and you expended about \$93,000?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. What did you expend for 1890 on this same account; do you remember that?

Mr. LEECH. No, I do not remember; but about the same.

Mr. DOCKERY. Why was the reduction made in 1891?

Mr. LEECH. I suppose the committee thought they would save money.

Mr. DOCKERY. There was a law at that time authorizing you to use the silver fund for this purpose?

Mr. LEECH. No, sir.

Mr. DOCKERY. What fund did you use to get that \$63,000?

Mr. LEECH. The act of February 28, 1878.

Mr. DOCKERY. That is a permanent appropriation?

Mr. LEECH. Yes, sir; upon that appropriation.

Mr. DOCKERY. Under what clause of that appropriation?

Mr. LEECH. I do not remember the exact clause because I have not got the act in front of me.

Mr. DOCKERY. It is some clause in the permanent appropriation which you do not remember exactly?

Mr. LEECH. No, sir.

Mr. DOCKERY. The point I want to make is that the clause, whatever it is, which you have not referred to except in a general way, is existing law?

Mr. LEECH. I could not tell you the number of the section, but that is what it is.

Mr. DOCKERY. Is that existing law to day?

Mr. LEECH. Yes, sir; I think the act of July 14, 1890, has the same provision.

Mr. DOCKERY. If, for instance, we appropriate only \$30,000 the result would be that you would have that permanent fund to draw upon?

Mr. LEECH. Yes, sir.

The CHAIRMAN. You show in your annual report where every dollar is expended?

Mr. LEECH. Yes, sir. These expenses are detailed in the report.

The CHAIRMAN. What did you spend under the head of incidental and contingent expenses at that mint for 1891?

Mr. LEECH. About \$12,000.

The CHAIRMAN. About the amount appropriated?

Mr. LEECH. Yes, sir.

The CHAIRMAN. What was the general object of the expenditure?

Mr. LEECH. Acids, fuel, lights, etc.

The CHAIRMAN. The ordinary incidental expenses?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. If a reduction was made in that amount, you would have the permanent law there to draw upon?

Mr. LEECH. Yes, sir; but we do not use that as a rule for incidental expenses, we use it for wages.

Mr. DOCKERY. Did you use that for wages in 1891?

Mr. LEECH. Yes, sir; we only use it for wages as far as my memory serves me.

Mr. DOCKERY. I understand a reduction was made in 1891 from \$25,000 to \$12,500, and the question is whether you then appealed to the general fund to make up the deficiency?

Mr. LEECH. I will tell you in a moment. We paid \$25,000 for contingent expenses, just double the appropriation.

Mr. DOCKERY. And that law is in force to-day?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. Now in regard to the mint at Denver?

Mr. LEECH. That is a little assay office.

Mr. DOCKERY. The work done there is substantially the same as last year?

Mr. LEECH. Last year; it increases a little every year.

Mr. DOCKERY. I see you estimate a reduction?

Mr. LEECH. Yes, sir, because we did not expend all of it last year.

Mr. DOCKERY. Do you remember what your expenditures were last year?

Mr. LEECH. We expended \$2,400.

Mr. DOCKERY. Then why do you estimate \$4,500?

Mr. LEECH. Because there was an increase in 1891 up to date; I have not got the figures.

Mr. DOCKERY. Will you send them up?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. The mint at New Orleans is a coinage mint?

Mr. LEECH. Yes, sir.

The CHAIRMAN. Did you spend the \$13,750 at Denver which was appropriated last year?

Mr. LEECH. Yes, sir, exactly \$13,706, within \$40 of it.

Mr. DOCKERY. How does the coinage and other work of the New Orleans mint compare with the work you did at that mint last year?

Mr. LEECH. The mint at New Orleans coins very cheaply.

Mr. DOCKERY. I am speaking of the volume?

Mr. LEECH. We do a very large volume.

Mr. DOCKERY. How does the work done there now compare with the work done during the past fiscal year?

Mr. LEECH. It will be smaller.

Mr. DOCKERY. How much?

Mr. LEECH. We coined about \$800,000 silver dollars last year and only about \$300,000 this year.

Mr. DOCKERY. How is the comparison as to gold coinage?

Mr. LEECH. I am going to do a considerable gold coinage after the 1st of July, at New Orleans. I am not doing any now. They are doing the recoinage of subsidiary and some silver dollars because there was a demand for new subsidiary coinage, and the gold can keep. You must remember I gave \$60,000 to New Orleans from the indefinite appropriation in addition to their regular wages.

Mr. DOCKERY. What I desire to include in your letter to General Forney is this: The Bland law, which provided for the coinage of not less than \$2,000,000 worth of silver monthly and not more than \$4,000,000 worth, was repealed by the act of July 14, 1890—

Mr. LEECH. One single section—

Mr. DOCKERY. Now, in that letter we want to ascertain what the reduction of the coinage has been, if any; and if so, at what mint?

Mr. LEECH. Why, I understand what you want.

Mr. HENDERSON. You want to compare 1891 with 1890?

Mr. LEECH. Up to the 1st of July that coinage was mandatory; the law said we should coin 2,500,000 ounces of silver a month into silver dollars and after the 1st of July we should only coin what money as the Secretary thought necessary to redeem these notes.

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Mr. HENDERSON. I merely wanted you to indicate to the Director of the Mint so he will know just where the comparison will be made, whether for the last nine months or the preceding nine months or what.

Mr. DOCKERY. I suggest that the Director give in this letter the coinage for the fiscal year 1892 up to the 1st of May, and let that be the basis of comparison for the same period of the fiscal year 1891.

The CHAIRMAN. Suppose we fail to make any appropriation at all, out of the permanent fund you could still run the mint?

Mr. LEECH. Only the coinage of silver dollars; the mint would close.

The CHAIRMAN. Close on gold or on silver?

Mr. LEECH. Close absolutely.

Mr. HENDERSON. How about subsidiary coins?

Mr. LEECH. There is no appropriation; we pay that out of the regular appropriation. For instance, if the Treasury is charged with \$100,000 of old worn subsidiary coin it will not make but \$95,000, and it is reimbursed \$5,000 from that appropriation. There is no money passed out of the Treasury; it is all a matter of bookkeeping.

Mr. DOCKERY. What did you expend for these workmen and adjusters at New Orleans for 1891?

Mr. LEECH. We spent \$127,209.

Mr. DOCKERY. And the excess over the appropriation was provided under the general law?

Mr. LEECH. Yes, sir.

Mr. DOCKERY. What did you expend for incidental and contingent expenses?

Mr. LEECH. Forty-two thousand and forty-five dollars.

Mr. DOCKERY. What did you expend for wages of workmen and adjusters at the Philadelphia Mint in 1891?

Mr. LEECH. Four hundred and seventeen thousand four hundred and fifty dollars.

Mr. DOCKERY. And what amount for incidental expenses?

Mr. LEECH. Ninety-three thousand two hundred and eighty-three dollars.

Mr. DOCKERY. What did you expend at San Francisco for workmen and adjusters?

Mr. LEECH. Two hundred and ten thousand eight hundred and sixty-five dollars.

Mr. DOCKERY. What for incidental expenses?

Mr. LEECH. Forty-seven thousand six hundred and nineteen dollars.

Mr. DOCKERY. Is there any reduction of the duties of the assay office at Boisé City?

Mr. LEECH. They increase every year.

Mr. DOCKERY. And the legislation of the last Congress has not operated to decrease the duties of the assay office in any respect?

Mr. LEECH. No, sir.

Mr. DOCKERY. Incidental expenses at Boisé City—what did you spend there?

Mr. LEECH. We spent \$7,487.

Mr. DOCKERY. Will you require \$9,000 for 1892?

Mr. LEECH. We have to leave some margin. You can not estimate these things down to a dot. Now, I do not know what the wastage will be in bullion that would be in the mint.

Mr. DOCKERY. Will you send a letter giving the expenditure up to the 1st of April of the current fiscal year on account of this mint?

Mr. LEECH. Yes, sir.

The CHAIRMAN. Now, the mint at Charlotte, N. C. I want to ask about replacing wornout charcoal furnace; what is the necessity for that?

Mr. LEECH. The officer in charge has pressed upon me this a great many times. It is a trifling thing and will help the people very much. There is a good deal of desultory gold produced down South and this institution handles it all and it seems we might give them that little thing.

The CHAIRMAN. You say there is a good deal of gold, and it all goes into that institution?

Mr. LEECH. All the gold produced in the Appalachian range goes to this office.

Mr. DOCKERY. What did you expend for incidental expenses at the Charlotte mint in 1891?

Mr. LEECH. One thousand nine hundred and ninety-nine dollars; we spent the appropriation.

Mr. HENDERSON. The appropriation was \$2,500.

Mr. LEECH. Two thousand dollars.

Mr. DOCKERY. The next item is the assay office at Helena, Mont.; what did you expend for wages of workmen there in 1891?

Mr. LEECH. Twelve thousand five hundred and eighty-seven dollars.

Mr. DOCKERY. What for incidental expenses?

Mr. LEECH. Four thousand four hundred and seventy-eight dollars. He has asked me this year to make one or two little improvements on his plant which I think is advisable. I have not asked any increase as I think he will be able to do it out of the appropriation.

Mr. DOCKERY. We come now to the assay office at New York.
 Mr. LEECH. That is the cheapest conducted institution in the United States.
 Mr. DOCKERY. What did you expend for wages in 1891?
 Mr. LEECH. Twenty-four thousand six hundred and thirty-six dollars.
 Mr. DOCKERY. How much for contingent expenses?
 Mr. LEECH. Ten thousand dollars.
 Mr. DOCKERY. Have you spent it all?
 Mr. LEECH. Yes, sir; the appropriation was increased—the work increased there and the last Congress increased the appropriation \$5,000 for wages, making it \$30,000.
 Mr. DOCKERY. You have this general law?
 Mr. LEECH. Not for an assay office. I have nothing to fall back upon in those cases at all.
 Mr. DOCKERY. That being the case, please state the items of the increase you ask for.
 Mr. LEECH. I have not asked for any increase. I said the last Congress increased the appropriation \$5,000 for wages.
 Mr. DOCKERY. I beg your pardon. I misunderstood you.
 Mr. LEECH. There was a general increase of work there. There was no objection to it. It was agreed to by everybody.
 Mr. DOCKERY. What did you expend at the St. Louis assay office in 1891?
 Mr. LEECH. Two thousand three hundred and ninety-nine dollars.
 The CHAIRMAN. This assay office at New York. You have stopped assaying for people to ship to England under the law which we have passed.
 Mr. LEECH. I have refused to give gold bars in exchange for gold coins. They can go and buy them if they want them.
 Thereupon the committee took a recess until 2 p. m.

AFTER THE RECESS.

STATEMENT OF L. A. GRANT, ASSISTANT SECRETARY OF WAR.

The CHAIRMAN. We find you have about forty-seven clerks and three chiefs of division or about sixty in all including messengers and laborers; we want to know if you can not dispense with some of those men.

Mr. GRANT. Well, sir, that is a question I can not answer directly. I am not aware there is any excess and I do not think there is. Those in charge, the chiefs of divisions, can tell you better than I can, but I am not aware of any surplus men there. So far as clerks are concerned, we are short, we need more.

The CHAIRMAN. You have messengers in other parts of the building, and this seems to be confined to this particular office.

Mr. GRANT. I do not know how they are distributed. Is there anyone here who knows how they are distributed? I do not.

Mr. TWEEDALE (chief clerk War Department). That includes the supply division, where all the heavy packages have to be shipped, and supplies issued to all bureaus and divisions in the office carrying the mail, and the stable, and everything connected with that.

Mr. GRANT. All the heavy work that does not apply to other departments applies here.

The CHAIRMAN. You do not know that you can dispense with any of those?

Mr. GRANT. No, sir; I am inclined to think not. Many times there is a scarcity, and we have had to borrow men on particular occasions.

Mr. DOCKERY. Messenger's service?

Mr. GRANT. Laborer service.

Mr. DOCKERY. I see you have an average of one to every third man, which is an excess over any other department?

Mr. GRANT. I have one, simply.

Mr. HENDERSON. You include laborers?

Mr. GRANT. Yes, sir.

The CHAIRMAN. You have two stenographers at \$1,800 each.

Mr. GRANT. Yes, sir; we have got one stenographer from the Surgeon-General's office; we had to have him there, and he is really short one. That includes the record division.

Mr. DOCKERY. Who is familiar with the details of this force?

Mr. GRANT. Mr. Tweedale.

STATEMENT OF JOHN TWEEDALE, CHIEF CLERK WAR DEPARTMENT.

The CHAIRMAN. Now, we want you to explain why you require such a force of messengers and laborers with only forty-seven clerks.

Mr. TWEEDALE. The Secretary requires three or four men at his door alone to carry messages around to the bureau officers and through each. Then we have two men to bring matters to Congress and then we have two or three there in the stable. That includes the entire force, as well as in the office of the Secretary.

The CHAIRMAN. How many horses have you got?

Mr. TWEEDALE. We have got eight or ten, and that does the work of all the bureaus and all the various departments. Then there is the supply division in which all the supplies and stationery are secured and taken care of. There are none of the divisions that take more than one laborer or messenger except the record division which has three. These men take the mail and every half hour deliver mail to the different departments.

Mr. DOCKERY. You have quite a force in the War Department, in the building, have you any outside?

Mr. TWEEDALE. There is a large force in the Tenth street building.

Mr. DOCKERY. That is the Ainsworth force, I do not mean that.

Mr. TWEEDALE. The war record office is outside, under charge of Maj. Davis.

Mr. DOCKERY. How many stenographers have you in that building?

Mr. TWEEDALE. There are two provided in the law, but as a matter of fact stenographers are employed which we get from the Civil Service Commission. They are men who are stenographers and typewriters; they are not expert stenographers, but they can do work such as taking a letter, but these two we have here are experts, and they can take down testimony in court.

Mr. HENDERSON. How long is it since you had any increase in the list of messengers and laborers?

Mr. TWEEDALE. Not for ten or fifteen years, I think, while the work has increased.

Mr. DOCKERY. Your work has increased?

Mr. TWEEDALE. The duties under river and harbor appropriations have increased. They have largely increased in the matter of the approval of plans of bridges and the extension of the law with reference to navigable waters brings a good deal of work into the Secretary's office.

Mr. DOCKERY. Now, in this connection I want to put into the record the average of the messenger and laborer force of each Department to the clerical force. This estimate includes both messengers and laborers: State Department—Secretary's office, 1 to 5 clerks. Treasury—Secretary's office, 1 to 6; First Comptroller's office, 1 to 10; Second Comptroller's office, 1 to 16; Commissioner of Customs' office, 1 to 15; First Auditor's office, 1 to 15; Second Auditor's office, 1 to 16; Third Auditor's office, 1 to 11; Fourth Auditor's office, 1 to 13; Fifth Auditor's office, 1 to 10; Sixth Auditor's office, 1 to 7; Treasurer's office, 1 to 4; Register of the Treasury's office, 1 to 7; Comptroller of the Currency office, 1 to 12; Commissioner of Internal Revenue office, 1 to 6; Light-House Board office, 1 to 8; Life-Saving Station office, 1 to 12; Bureau of Navigation office, 1 to 9; Bureau of Statistics office, 1 to 8; Director of the Mint office, 1 to 8; Marine-Hospital Service office, 1 to 4. War Department—Secretary's office, 1 to 3; Record and Pension Division office, 1 to 16; Adjutant-General's office, 1 to 6; Inspector-General's office has but 1; Judge-Advocate-General's office, 1 to 5; Signal Service office, total force 5, and 2 messengers, 1 to 1½; Quartermaster General's office, 1 to 7; Commissary-General's office, 1 to 8; Surgeon-General's office, 1 to 7; Paymaster-General's office, 1 to 4; Chief of Ordnance office, 1 to 8; Chief of Engineer's office, 1 to 5; and office of rebellion records, 1 to 8.

Mr. HENDERSON. Is this investigation going into this? If we are going into an investigation of this we will have to haul up every one of these Departments. That gives no light on this as it is stated there; it gives no information of what work is being done in each Department and Bureau.

Mr. DOCKERY. My idea is to show the relative proportions of the messenger and clerical force.

Mr. HENDERSON. If we do that, we would have to have all those men up here, and we would have a summer's work ready for us then.

Mr. DOCKERY. We have some of them here now.

Mr. HENDERSON. I understand in regard to these laborers and messengers that you have not had your force increased for fifteen years?

Mr. TWEEDALE. No, sir, I should say so.

Mr. HENDERSON. The same force now as there was under the last administration?

Mr. TWEEDALE. Yes, sir.

Mr. HENDERSON. Can any of these laborers and messengers be dispensed with without destroying the efficiency of the Department?

Mr. TWEEDALE. No, sir.

Mr. HENDERSON. They are all employed?

Mr. TWEEDALE. All employed, and busily employed.

Mr. HENDERSON. They are busily employed?

Mr. TWEEDALE. Yes, sir.

Mr. HENDERSON. No fancy fellows who are drawing this compensation and are around doing nothing, wearing buttonhole bouquets?

Mr. TWEEDALE. No, sir.

The CHAIRMAN. I want to call your attention to the contingent expenses of the War Department and its bureaus. We gave you last year \$55,000 and this year you estimate \$65,000.

Mr. TWEEDALE. Is that for contingent and stationery?

The CHAIRMAN. It is the contingent expenses of the War Department and its bureaus. It is money for the purchase of professional and scientific books, blank books, pamphlets, newspapers, stamps, etc. You have asked for an increase and we want to know how much of that \$55,000 you have expended up to this time.

Mr. TWEEDALE. The chief of the supply division is here and he probably can answer that question.

The CHAIRMAN. We will pass that, then, until we get to him. For stationery you got \$35,000 and you ask \$64,000 this year.

Mr. TWEEDALE. There is an item of \$10,000 in the deficiency bill for 1892.

The CHAIRMAN. What is the cause of that large increase in the War Department?

Mr. TWEEDALE. If you will look here you will see for the record and pension division there is about \$45,000 alone. Dr. Ainsworth is here and he can tell you what it is. There is a vast increase of work and consumption of an immense quantity of stationery.

Mr. DOCKERY. You are not able to give the expenditure for 1891?

Mr. TWEEDALE. No, sir.

STATEMENT OF M. R. THORP, CHIEF OF SUPPLY DIVISION, WAR DEPARTMENT.

The CHAIRMAN. Last year for contingent expenses of the War Department we gave you \$55,000. This year you ask for \$65,000, and we want to know how that \$55,000 has been expended and why you want \$10,000 more.

Mr. THORP. The \$55,000 was all expended in the last fiscal year for general supplies.

The CHAIRMAN. Divided out into the different offices?

Mr. THORP. Yes, sir; and the majority of it went to the record and pension division, where they purchased file cases and all that sort of thing, file holders and such things as that.

The CHAIRMAN. Now, you have estimated \$65,000 and are asking for that amount, and I see the Secretary of War will require \$29,000 of that.

Mr. DOCKERY. Twenty-nine thousand dollars, as I understand, is for Maj. Ainsworth's division?

The CHAIRMAN. No, Maj. Ainsworth has one bureau; he has nothing to do with this here. Going into the items of this account, what are the principal items of that \$29,000 which you estimate for the office of the Secretary of War?

Mr. THORP. I did not make the estimate and I could not answer the question.

Mr. DOCKERY. Who can?

Mr. THORP. I think Mr. Churchill.

Mr. DOCKERY. Did he make up this estimate?

Mr. THORP. Yes, sir.

Mr. DOCKERY. Then he is the gentleman we want.

STATEMENT OF JAMES C. CHURCHILL.

Mr. DOCKERY. I want to inquire about the items of the \$65,000 estimate for contingent expenses of the War Department. What are the principal items of the \$29,000 estimated for the Secretary of War?

Mr. CHURCHILL. Probably \$25,000 of that amount is for the record and pension division. You will observe there it states \$29,000 for the office of Secretary of War, including the record and pension office, which is considered a branch of that office. Dr. Ainsworth can answer why he wants that amount.

Mr. DOCKERY. We will examine the doctor upon that point. What are the items of the \$6,000 for the Adjutant-General?

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Mr. CHURCHILL. That can best be explained by each separate Department, because the items are turned into me on slips and I compile the whole amount from the slips. I am not supposed to know what they estimate on in each particular bureau.

Mr. DOCKERY. Do not you review those estimates?

Mr. CHURCHILL. I compile them and put them together.

Mr. DOCKERY. And you do not exercise any discretion?

Mr. CHURCHILL. Unless it is something very much larger than that of the previous year, and then I call the attention of the Secretary to the fact and he brings the officer before him and wants to know why he asks for that increase.

Mr. DOCKERY. We will have to ask each officer in order to get the items?

Mr. CHURCHILL. Yes, sir; that will be the only way.

Mr. HENDERSON. I understand you could send a copy of the slips here of each division.

Mr. CHURCHILL. If you gentlemen want the details of the item, the simpler way would be to call one of the officers who asked for \$5,000 or \$6,000 and ask him. We add it all together and put it in a lump sum; and if the Secretary sees fit he approves it, and sometimes, in years gone by, he has reduced it somewhere.

Mr. DOCKERY. Did Secretary Proctor pass on this estimate?

Mr. CHURCHILL. Yes, sir.

Mr. DOCKERY. Did he examine the estimates? His judgment is very valuable.

Mr. CHURCHILL. He went into the details of these estimates very thoroughly. We spent a good many evenings together.

Mr. DOCKERY. Did the Secretary examine these items?

Mr. CHURCHILL. Personally examined each one of the Bureau officers, and in a great many instances he reduced them, cutting them down and would not allow an increase.

The CHAIRMAN. Who can give us information as to the stationery for the War Department and its bureaus, where you ask for \$64,000 this year?

Mr. CHURCHILL. That is rendered exactly the same way as the contingent expenses of the War Department. For the present year we had \$35,000, and that was not sufficient and we asked for more money. And under the act of March 3, 1891, there was appropriated \$10,000 as a deficiency. Now we have another deficiency of \$10,500, which would make it \$55,500, and we ask you to give us \$64,000 instead of \$35,000.

The CHAIRMAN. In 1889 you got \$25,000 and in 1890 you got \$25,000, and in 1891 you got \$25,000, and by a special act you got \$6,500. How does it happen that you have sprung from \$25,000 up to \$64,000? Can you specify the item?

Mr. CHURCHILL. It is entirely due to the immense amount of stationery used in the record and pension bureau. You will see the Secretary's estimate includes the record and pension bureau.

The CHAIRMAN. I just want to know what caused this increase.

Mr. CHURCHILL. I should think it was the printing of millions of slips and cards. The record and pension division has millions of these slips printed, and Dr. Ainsworth knows the details of that matter better than I do.

WAR DEPARTMENT,
Washington, April 29, 1892.

SIR: In compliance with your request, I have the honor to submit herewith a comparative statement of amounts estimated by the War Department and appropriated by Congress for the appropriations "Stationery, War Department" and "Contingent Expenses, War Department," for the fiscal years from 1887 to 1893, inclusive, except the amounts to be appropriated for the next fiscal year; also a statement of the amounts estimated by the several bureaus of the War Department for said appropriations for the fiscal year 1893, and the amounts submitted by the Secretary of War as necessary for each bureau.

It will be observed that of the amount, \$64,000, estimated for "stationery" for 1893, \$35,000 is required for the use of the record and pension division. Prior to August 29, 1890, when this division became a part of the War Department and the work began of making a card index of the military history of the volunteer army, the largest amount appropriated for stationery for the War Department was \$30,000, for the fiscal year 1890, and \$5,000 of this sum was appropriated in the deficiency bill for that year, and since then the amount has steadily increased as the work progressed.

Since the organization of the record and pension division the necessity of increased appropriations for "stationery" is apparent from the fact that a large portion of its force is engaged in the work of reproducing and preserving the old tattered and torn records of the volunteer army, that have been handled for the past thirty years, by the index record card system. Large quantities of record card paper, manila envelopes and tracing linen, all of which must be of the very best quality, are used for this purpose, and the material is expensive. The force engaged

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in this work is increased from time to time as it can be spared from other work now nearing completion, and to curtail the expenditures for necessary material required to keep this force constantly at work would only delay the final accomplishment of this desirable object.

The War Department estimate of \$65,000 for "contingent expenses" for 1893 is the same as that submitted by the Secretary of War for the present fiscal year. The amounts appropriated by the legislative bill for the past four years, it will be observed, have been uniformly \$55,000, and in 1889 the sum of \$6,395 was appropriated as a deficiency for that year, and the act of August 29, 1890, also appropriated the additional sum of \$2,395 for the fiscal year 1891. It is to avoid the necessity for a deficiency estimate at the next session of Congress that the sum of \$65,000 is asked for at the present time.

I might add that \$59,000 was appropriated for this object for the fiscal year 1887, and \$60,000 for 1888, as is shown in the inclosed comparative statement.

Very respectfully,

L. A. GRANT,
Acting Secretary of War.

Hon. WILLIAM H. FORNEY,
*Chairman of Subcommittee on Legislative Appropriation Bill,
Committee on Appropriations, House of Representatives.*

STATIONERY, WAR DEPARTMENT.

Fiscal year.	Estimated.	Appropriated.
1887.....	\$25,000	\$25,000
1888.....	25,000	25,000
1889.....	25,000	25,000
1890.....	21,500	25,000
Deficiency.....		5,000
		30,000
1891.....	22,000	25,000
Act August 29, 1890.....		6,500
Deficiency.....		10,500
		42,000
1892.....	45,000	35,000
Deficiency.....		10,000
		45,000
1893.....	64,000	.....

CONTINGENT EXPENSES, WAR DEPARTMENT.

1887.....	\$60,000	\$59,000
1888.....	60,000	60,000
1889.....	55,000	55,000
Deficiency.....		6,395
		61,395
1890.....	47,750	55,000
1891.....	55,000	55,000
Act Aug. 29, 1890.....		2,395
		57,395
1892.....	65,000	55,000
1893.....	65,000

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STATIONERY, WAR DEPARTMENT, 1893.

Office.	Amounts estimated by War Department Bureaus.	Estimates as submitted by War Department.
Secretary of War.....	\$10,000	\$10,000
Record and Pension Division.....	35,000	35,000
Adjutant-General.....	3,000	3,000
Inspector-General.....	1,000	1,000
Acting Judge-Advocate-General.....	400	400
Quartermaster-General.....	4,000	4,000
Commissary-General.....	700	700
Surgeon-General.....	3,000	3,000
Chief of Ordnance.....	2,500	2,500
Paymaster-General.....	800	800
Chief of Engineers.....	1,500	1,500
Officer in charge Rebellion Records.....	1,500	1,500
Chief Signal Officer.....	700	600
Total.....	64,100	64,000

CONTINGENT EXPENSES, WAR DEPARTMENT, 1893.

Secretary of War.....	\$4,300.00	\$4,300.00
Record and Pension Division.....	24,700.00	24,700.00
Adjutant-General.....	6,000.00	6,000.00
Inspector-General.....	2,000.00	1,000.00
Acting Judge-Advocate-General.....	1,500.00	1,500.00
Quartermaster-General.....	9,000.00	8,500.00
Commissary-General.....	3,000.00	3,000.00
Surgeon-General.....	5,500.00	5,500.00
Chief of Ordnance.....	2,500.00	2,500.00
Paymaster-General.....	1,500.00	1,500.00
Chief of Engineers.....	3,500.00	3,500.00
Officer in charge Rebellion Records.....	2,500.00	2,500.00
Chief Signal Officer.....	900.00	500.00
Total.....	66,900.00	65,000.00

STATEMENT OF MAJ. F. C. AINSWORTH, RECORD AND PENSION DIVISION, WAR DEPARTMENT.

The CHAIRMAN. We gave you last year 168 additional clerks.

Dr. AINSWORTH. To meet the increased work under the pension law of June 27, 1890.

The CHAIRMAN. Could you, without detriment, dispense with some of those?

Dr. AINSWORTH. No, sir.

The CHAIRMAN. How long will you require those?

Dr. AINSWORTH. Another year.

The CHAIRMAN. After that time how many can you dispense with?

Dr. AINSWORTH. I can not tell you; but probably a large number can be cut off at the expiration of the next fiscal year.

The CHAIRMAN. How many have you now employed?

Dr. AINSWORTH. Eight hundred and fifty-nine employes, all told, 795 clerks.

The CHAIRMAN. You have got 795 clerks now?

Dr. AINSWORTH. Yes, sir.

The CHAIRMAN. And you say you require those under the act of 1890, the dependent pension bill, for another year; and after that you think you can reduce it somewhat?

Dr. AINSWORTH. A very large number, but it is not that. So far as the act of June the 27th, 1890, is concerned we could make a reduction in the force now if it was a wise thing to do, but it is not wise; it would be very unwise in my judgment. The act of June 27, 1890, increased the work in my office 52 per cent. To the end of the fiscal year ending June 30, 1890, I received 300,000 communications from all sources; to the end of the fiscal year June 30, 1891, I received 479,000 communications relating to histories of soldiers and military service, an increase of about 50 per cent for the first nine months of the present year, and the calls from all sources have averaged almost exactly the same as for the nine months of the previous year, so there is no falling off in the work; notwithstanding a large portion of this force

is now engaged in the work of reproduction and preservation of records of the regular Army by the card-record system, which I explained to the committee once before, that work has been carried nearly to completion; and the hospital records, where they have been carded, 20 men now do work that 280 men were formerly required by law to do and could not do. The military records, including muster rolls and other important military records of all the States, have been reproduced except the States of Pennsylvania, Michigan, Ohio, Indiana, and Illinois. All the other States are done and the records are sufficiently up. Pennsylvania was the second State in point of size in the Union in the number of troops furnished; Ohio next, and Indiana and Illinois next in their order. I think if no reduction of the force is made we will be able to complete the whole of it by the end of this next fiscal year. If a reduction of force is made it will delay the work very much longer, and in addition to that the records will go to destruction.

Mr. DOCKERY. Do you think it is judicious economy to maintain the present force?

Dr. AINSWORTH. I know it is. It is policy to do it until the records are safe. They were made on very poor paper and have been handled constantly for years on examinations made necessary by calls from the Pension Office, and auditors and controllers and other sources, and they are in as many fragments as there are folds.

The CHAIRMAN. The record you are now making is of a permanent character?

Dr. AINSWORTH. Yes, sir. As soon as the records of the States are complete one man can do the work that twenty men could not possibly do under the old system.

Mr. DOCKERY. Do you think you can reduce as many as 500 or 600 next year?

Dr. AINSWORTH. I think so. I do not want to make a guess about that because it would be only a guess, but the reduction will be a very large one, and it will involve the saving of many hundreds of thousands of dollars in salaries alone.

Mr. DOCKERY. What saving do you estimate?

Dr. AINSWORTH. It is an entire guess.

Mr. DOCKERY. What do you "guess"? Your guesses are generally pretty good.

Dr. AINSWORTH. I think not less than \$800,000 annually.

Mr. DOCKERY. How are your clerks as to efficiency?

Dr. AINSWORTH. It is a pretty efficient force. Some of them are not as efficient as I should be glad to see them.

Mr. DOCKERY. Any improvement in that respect over twelve months ago?

Dr. AINSWORTH. Yes, I think there is.

Mr. DOCKERY. What proportion, if any, of your force is below a fair average of efficiency?

Dr. AINSWORTH. Well, that is a hard question to answer. If you mean a fair Government standard it would be one thing and if a fair private standard it would be another thing.

The CHAIRMAN. What would be the private standard?

Dr. AINSWORTH. As I said to the committee once before, in reply to a similar question, if this was my own private business for which I was personally responsible as I am now officially, I would discharge a great many I think at once, but in Government service you can not do it; it is not possible to do it.

Mr. HENDERSON. Suppose you should do it, their places would be filled from the civil service?

Dr. AINSWORTH. No, sir; they would get back immediately.

Mr. HENDERSON. Suppose they did not get back immediately?

Dr. AINSWORTH. Then their places would be filled by the civil service.

Mr. HENDERSON. That brings me to the next question. In filling places from the civil service would you get a higher degree of efficiency?

Dr. AINSWORTH. Yes; in a certain sense, yes, because under the civil-service rules the new appointee is subject to a probationary period of six months, and if he does not show himself efficient at the expiration of the six months his temporary appointment lapses and he fails to receive a permanent appointment. In that way it is practical to drop some off, but even that is difficult. If a man has been there for six months and his efficiency is still pretty low and he is in danger of being dropped off, he will assuredly muster influential friends enough to make it extremely disagreeable to whoever wants to drop him.

Mr. HENDERSON. Now, from a Government standard, how will your force average?

Dr. AINSWORTH. I have a better force than any office I know of.

The CHAIRMAN. When we passed the civil-service law there were a great many clerks who originally came in without any examination under the civil-service law?

Dr. AINSWORTH. Yes, sir.

The CHAIRMAN. How many of those clerks have you got in your office now.

Dr. AINSWORTH. Nearly all the highest grade clerks are old clerks who came in when the bureaus were taken under civil-service rules. The exact number who came in under civil-service rules I can not tell you, but I should think about 33 per cent of them; that is a guess, but I should say 33 per cent, and that includes nearly

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all the highest grade clerks who were old clerks and obtained their promotion before civil-service rules were adopted.

The CHAIRMAN. We want you to explain now why there should be an increase in the contingent expenses?

Dr. AINSWORTH. I do not know, sir. I have not asked for any. My allotment for the last fiscal year was \$24,000. Out of the appropriation for the last fiscal year I got \$24,000, and I only ask for the same amount this year. Why the increase was, I do not know.

The CHAIRMAN. The contingent expenses for last year were \$55,000, and this year you ask \$65,000?

Dr. AINSWORTH. Of that \$55,000 I got \$24,000 in round numbers.

The CHAIRMAN. That is what you ask this year.

Dr. AINSWORTH. Yes, sir.

Mr. HENDERSON. There is nothing to show they are asking more than that now. It says here "The estimates for the Secretary's office, including record and pension division, \$29,000."

Dr. AINSWORTH. That extra estimate can not be for the record and pension division, because I do not want it.

The CHAIRMAN. What did you get for the next item, for stationery for the War Department?

Dr. AINSWORTH. In the item of stationery I want \$10,000 more than I had last year.

The CHAIRMAN. What did you get last year?

Dr. AINSWORTH. Eighteen thousand dollars. I had a deficiency and I ran out some time ago, and you put \$10,000 deficiency for me in this urgency deficiency bill. That is caused by the record cards and tracing cloth we used for the reproduction of the rolls, etc. There is a large amount used. We make about thirty-five or fifty thousand cards a day.

The CHAIRMAN. Have you noticed that \$64,000 was asked for next year?

Dr. AINSWORTH. Yes, sir.

The CHAIRMAN. And you want \$28,000 of this \$64,000 next year?

Dr. AINSWORTH. The \$18,000 I got was 90 per cent of my allowance, 10 per cent being retained. I should get \$20,000 this year.

The CHAIRMAN. What do you want now?

Dr. AINSWORTH. I need \$30,000 next year.

Mr. DOCKERY. The \$10,000 increase was only——

Dr. AINSWORTH. To make up the increase you had to give me in the deficiency bill this year.

Mr. DOCKERY. You do not know about the other items?

Dr. AINSWORTH. No, sir. The increase is simply to keep the clerks employed and avoid a deficiency.

Mr. HENDERSON. This is practically the same you ask for 1893 that you got in 1892?

Dr. AINSWORTH. Exactly.

Mr. HENDERSON. Twenty thousand dollars is the current law and \$10,000 in the deficiency bill just passed?

Dr. AINSWORTH. Yes, sir.

Mr. HENDERSON. And you are asking \$30,000 for 1893?

Dr. AINSWORTH. Yes, sir. I am giving you that from memory in round numbers.

The whole increase in the stationery estimate is given exactly.

The CHAIRMAN. You say you want \$10,000 this year——

Dr. AINSWORTH. More than last year.

The CHAIRMAN. You got \$10,000 in the deficiency bill; do you want any more for this year?

Dr. AINSWORTH. No, I think not.

Mr. DOCKERY. What was your original estimate for this fiscal year?

Dr. AINSWORTH. I think \$30,000.

Mr. DOCKERY. And it was reduced to \$20,000 by this committee.

Dr. AINSWORTH. Last year it was.

Mr. DOCKERY. I mean for this fiscal year—what was your original estimate?

Dr. AINSWORTH. I think for my division it is \$30,000.

Mr. DOCKERY. I mean under this stationery clause?

Dr. AINSWORTH. It was cut \$10,000 and it made it \$10,000 short, as I knew it would.

STATEMENT OF MAJOR THEODORE SCHWAN, ADJUTANT-GENERAL'S OFFICE, WAR DEPARTMENT.

The CHAIRMAN. You have 132 clerks I believe in your department?

Maj. SCHWAN. One hundred and forty-five.

The CHAIRMAN. I see you have 24 messengers, and we want to know why it is you have to have so many messengers to that number of clerks?

Maj. SCHWAN. I only know in a general way that all the messengers are kept employed constantly. I have sent for the clerk who knows about that and he has not yet arrived, and I did not know I was to be questioned in regard to that.

The CHAIRMAN. Is your office up with its business now?

Maj. SCHWAN. Yes, sir.

The CHAIRMAN. Could not you dispense with some of those clerks?

Maj. SCHWAN. I think not, sir.

Mr. DOCKERY. I desire some information on this question of messengers because I remember when there was a division of the force, part of it going to the record and pension division, that the question of the proportion of messengers that should go was in issue at that time. As I recollect I objected then to the proportion that was made.

The CHAIRMAN. He says he has sent for a man who can tell about the messenger service.

Mr. DOCKERY. There are 859 men in the record and pension division and they have only 34 messengers, whereas with a force of 145 you have 24?

Maj. SCHWAN. Twenty-four in all. The Adjutant-General's Office is an office that largely distributes things.

Mr. HENDERSON. To the different bureaus of the War Department for business?

Maj. SCHWAN. Yes, sir.

Mr. HENDERSON. It is a sort of distributing office?

Maj. SCHWAN. It is. Nearly all communications coming in from the Army are addressed to the Adjutant-General.

Mr. HENDERSON. Tell me whether the messenger force of your office is occupied and whether you can dispense with any of them?

Maj. SCHWAN. I know they are employed, all of them, and kept busy.

Mr. HENDERSON. You need them for the proper discharge of the public work?

Maj. SCHWAN. Yes, sir.

Mr. DOCKERY. To what offices of the War Department do you distribute papers?

Maj. SCHWAN. We distribute papers to every one of the different bureaus of the War Department.

Mr. DOCKERY. How many bureaus are there?

Maj. SCHWAN. Ten, I think, sir. We have not very much to do with the office of the Chief of Engineers or the office of the Chief of Ordnance.

Mr. DOCKERY. That is your explanation of this large force?

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, April 28, 1892.

SIR: As bearing upon the subject-matter of the inquiry you are now conducting, I beg to add my conviction to that of the witnesses who testified before you yesterday that this office would be seriously handicapped in the performance of its official duties by a reduction of its present messenger force. It must be remembered that all correspondence between the Army and the War Department and its bureaus, except such as relates to the purely routine duties of the staff corps, passes through the office of the Adjutant-General, which is made up of fifteen divisions scattered throughout the War Department building, each of which is engaged upon a more or less distinct branch of business. It must be obvious that the messenger service required in an office such as this, forming the focus, so to speak, of many channels of communication, can not be judged by the necessities of other bureaus upon which specific and well-defined duties devolve. It can not be justly alleged, therefore, that there is a disproportion in the allowance of messengers in this office as compared with that to which other staff departments or bureaus are limited.

It is further remarked that the Adjutant-General's department, from its closer relations with the personnel of the Army, has come naturally to have in its service as messengers an unusually large proportion of disabled veterans.

Under recent orders of the Secretary of War, a copy of which is inclosed, the division of military information has been reorganized with a view to extending its operations very considerably, especially by conducting a large and important correspondence with the militia of the several States. Ultimately an increase of clerical force will be necessary to carry out the views of the Secretary in this re-

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gard, and the development of the scheme would be very much retarded, if not entirely defeated, if any reduction either in the messenger or clerical force of the office were made.

Very respectfully,

J. C. KELTON,
Adjutant-General.

Hon. WILLIAM H. FORNEY,
*Chairman Subcommittee on Appropriations,
House of Representatives, in charge of Legislative bill.*

GENERAL ORDERS }
No. 23. }

HEADQUARTERS OF THE ARMY,
ADJUTANT-GENERAL'S OFFICE,
Washington, March 18, 1892.

I. The following orders of the Secretary of War are published for the information of all concerned:

WAR DEPARTMENT,
Washington, March 15, 1892.

ORDERS:]

The division of military information heretofore created in the office of the Adjutant-General of the Army is hereby reorganized as follows:

1. The division will be placed in charge of an officer of the Adjutant-General's Department, to be selected by the Secretary of War.

2 In addition to its other duties the division will be charged with—

(a) The collection and classification of military information of our own and foreign countries, especially with respect to armed, reserved, and available strength, natural and artificial means of communication (rivers, canals, highways, and railroads); the manufacture of arms, ammunition, and other war material; supplies of food, horses, draft animals, etc.

(b) The preparation of instructions for the guidance of officers of the Army serving or traveling abroad, or acting as military attachés, and the arrangement and digest of information contained in their reports.

(c) The issuance to the Army of military maps, monographs, books, papers, and other publications, and the dissemination of valuable information on military subjects throughout all branches of the service.

(d) Correspondence with State authorities and militia officers on questions affecting the organization and armament of the militia of the several States and Territories and of the District of Columbia, and the reference to proper authority of questions for decision relating to tactical instruction, discipline, and equipment.

(e) The preparation of instructions to the officers detailed by the Secretary of War to visit the several encampments of State troops and to witness the movements and exercises of the militia, as well as the digesting, arrangement, and preservation of all reports that may be duly submitted by them.

(f) The study and preparation of plans for the mobilization and transportation of militia and volunteers and their disbandment, and for the concentration of the military forces of the United States at the various strategic points on or near the frontiers of the country.

3. The division of military information will also have charge of a museum to be established for the proper care and preservation of such military relics as are now in the several bureaus of the War Department, or as may hereafter be obtained.

4. The officer in charge shall perform such other duties as naturally appertain to the division, or as may be hereafter assigned to him from time to time by the Secretary of War.

S. B. ELKINS,
Secretary of War.

II. By direction of the Secretary of War, Col. Robert Williams, assistant adjutant-general, is assigned in charge of the military information division, Adjutant-General's Office, reorganized by the foregoing order, and Maj. Arthur MacArthur, jr., assistant adjutant-general, is detailed as assistant.

By command of Maj. Gen. Schofield.

J. C. KELTON,
Adjutant-General.

STATEMENT OF GEN. J. C. BRECKINRIDGE, INSPECTOR-GENERAL.

The CHAIRMAN. The last time you were here your officers did not seem to be very competent and efficient, and we wish to know whether you have improved on it?

Gen. BRECKINRIDGE. I am sorry you are not giving us more force. We will do more for you if you give us some more people. My notion about it is there is a good deal of economy wasted in having us so few. I do not know how long it will take to demonstrate that to you.

Mr. DOCKERY. What is the condition of your force?

Gen. BRECKINRIDGE. As Dr. Ainsworth says, I think I have got the best there is in the War Department. There are only five of them now.

Mr. DOCKERY. We increased your force last Congress.

Gen. BRECKINRIDGE. Can not you give me a chief clerk like everybody else; I am the only department that has no chief clerk?

The CHAIRMAN. I am afraid he would be in your way.

Gen. BRECKINRIDGE. Try it and see.

The CHAIRMAN. You find your force now sufficiently efficient?

Gen. BRECKINRIDGE. We do as much work as possible. Allow me to say that if we had the clerks we should have, we could do a benefit to the service of three times the basis we are on now.

The CHAIRMAN. Are you up with your work?

Gen. BRECKINRIDGE. We do all we can; we just stop there. We have tried for two or three years to handle the question of condemned public property. I asked all the chiefs of bureaus to let me know what property was condemned, and I have got only a response from the commissary-general, and I tried all the other Departments. There was some talk about thirty or forty thousand dollars a year for the whole Army. I proved it was three or four hundred thousand dollars. I am quite sure I could save you twenty, thirty, or forty thousand dollars if I had the clerks. I will say we have no business of our own, and it is a mere question of how far you want us to meddle with other people's business. If you will allow me, there is a letter I wrote—

Mr. HENDERSON. What is that statement in regard to?

Gen. BRECKINRIDGE. It is asking for a chief clerk and messenger, and I am the only Department there which has not a chief clerk and messenger.

Mr. HENDERSON. Is it included in the estimate?

Gen. BRECKINRIDGE. No, they dropped it out or they left it out. I suppose per capita we do more work than any other Department anywhere. I do not know of any other Government Department that does the amount of work we do. The men are selected, they have had tolerable fair promotion except a chief clerk, and they are ready and willing to work. I do not have to drive like Dr. Ainsworth. Their work is interesting and they are very glad to go to work. The fact is the thing I have done is to tell them that they are doing more than the Government pays them for and that they had better stop.

Mr. HENDERSON. Did you get them under civil service?

Gen. BRECKINRIDGE. No, sir; the men are all transferred.

Mr. DOCKERY. You have now an assistant messenger?

Gen. BRECKINRIDGE. Yes, sir; and he has had the erysipelas twice this year. A man who is a clerk at \$1,200 does what a man is paid to do at \$1,800, and so it goes all the way down. As soon as you cut off and make a man of a higher type do lower type work, it is not economy; that is all.

STATEMENT OF COL. G. N. LIEBER, JUDGE-ADVOCATE-GENERAL'S OFFICE, WAR DEPARTMENT.

Mr. HENDERSON. What is your relation to the office?

Col. LIEBER. I am acting judge-advocate-general.

The CHAIRMAN. I see you ask for an additional clerk of class four.

Col. LIEBER. I have none of that grade. I am shorthanded in clerical force. I am not keeping up any regular records in the office for the lack of clerical force and the only record I am keeping up is the letter-press book. I am not able to keep up the regular card system required by the War Department on that account, and I really ought to have a good law clerk there to relieve the other clerks of some work they have and which necessarily falls in arrears. For instance this morning before coming here I asked how many petitions for clemency were on hand of which I have to make a report in each case to the Secretary of War, and I found 71 had collected within twenty days to be taken up and reported on. I am required by statute to furnish reports of trials by court-martial on applications of persons tried, and I have

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work there now which will take me three months to write up, and so other work will be accumulated there; I am really shorthanded.

Mr. DOCKERY. Have you asked details from other offices?

Col. LIEBER. I had two stenographers from the Surgeon-General's Office but they were taken away.

Mr. DOCKERY. Have you asked any in the last year?

Col. LIEBER. No, sir.

Mr. HENDERSON. I understand your work is behind?

Col. LIEBER. Yes, sir.

Mr. HENDERSON. Needed work?

Col. LIEBER. Yes, sir.

Mr. HENDERSON. Work necessary to carry on efficiently your office?

Col. LIEBER. Yes, sir; it is behind.

Mr. HENDERSON. This additional clerk would enable you to fairly well discharge the duties of the office?

Col. LIEBER. It would.

Mr. DOCKERY. How far is the work behind?

Col. LIEBER. As I say, I am unable to keep up with any of the regular record; the War Department requires that the card system of records shall be kept up, and I can not do that.

Mr. DOCKERY. Is your work any further in arrears than it was twelve months ago?

Col. LIEBER. I could not answer that question.

Mr. DOCKERY. Is it in arrears to any greater extent than it was two years ago?

Col. LIEBER. I think not; I think we keep along fairly well; there is here and there a gap.

STATEMENT OF GEN. R. N. BATCHELDER, QUARTERMASTER-GENERAL.

The CHAIRMAN. I want to call your attention to the fact that you ask for an assistant draftsman, and I see in a note—

Gen. BATCHELDER. It was in last year, properly provided for, and the enrolling clerk omitted it, and it has been covered by a deficiency. It is no increase.

The CHAIRMAN. You say it was omitted last year?

Gen. BATCHELDER. In the enrollment; it passed both Houses.

The CHAIRMAN. Last year we gave you an experienced builder and mechanic at \$2,500. Do you find it absolutely necessary to retain that man?

Gen. BATCHELDER. Yes, sir; he earns his salary many times over. Formerly when we had any buildings we sent out and employed architects to draw plans, and superintendents of construction. Now we are doing all the work in the office. This man is a general utility man and we call on him for all purposes.

Mr. DOCKERY. What does he do?

Gen. BATCHELDER. He prepares specifications after the plan is made.

Mr. DOCKERY. For what kind of buildings?

Gen. BATCHELDER. Your appropriations for buildings in the Quartermaster Department amounts to \$300,000 or \$400,000. It is repairs to buildings used in the Army for quarters and stores.

The CHAIRMAN. Are you up with your work in your office?

Gen. BATCHELDER. We are never up, but we are pretty near it. We keep the force right down until we bring it up, and frequently work them over hours.

The CHAIRMAN. What is the character of your clerks; are they efficient, and have you got any who are inefficient?

Gen. BATCHELDER. Most of them are efficient. I have got 20 ladies who have been there quite a number of years. I do not rate them all as first-class clerks.

The CHAIRMAN. As not up to a fair average standard of efficiency; how many are below that standard?

Mr. HENDERSON. He does not say he does not regard them as not up to a fair Government standard.

Mr. DOCKERY. Well, I will inquire upon that point?

Gen. BATCHELDER. I would hardly like to say exactly the number, but there is quite a number of them.

Mr. DOCKERY. How many?

Gen. BATCHELDER. From eight to ten, I think.

Mr. HENDERSON. Out of an entire force of how many?

Gen. BATCHELDER. One hundred clerks.

Mr. DOCKERY. How many tents have you under your control that are not used by the Army?

Gen. BATCHELDER. Those that are not issued to the Army; we have got about 600 to 800 which we keep to fill requisitions as they come in.

Mr. HENDERSON. Are those new tents?

Gen. BATCHELDER. Part are new and part have been used.

Mr. DOCKERY. What style of tents?

Gen. BATCHELDER. All styles used in the Army; wall, hospital tents, etc.

Mr. DOCKERY. Have you that many surplus tents?

Gen. BATCHELDER. That is our stock for issue.

Mr. DOCKERY. That is your current stock?

Gen. BATCHELDER. That is our current stock on hand.

Mr. HENDERSON. You have them on hand for requisitions to take the place of used up tents.

Gen. BATCHELDER. Yes, sir.

Mr. DOCKERY. Suppose Congress should desire, for a purpose outside of Army uses, to loan three or four hundred tents, have you that many that can be spared?

Gen. BATCHELDER. Well, we should do it.

Mr. DOCKERY. I mean without detriment to the service? Would you have to make a purchase?

Gen. BATCHELDER. If we had requisitions come in to be filled, we would hold them until the emergency was over.

Mr. HENDERSON. Have you the power without legislative action to loan these tents; for instance, to loan to a national encampment, or any encampment?

Gen. BATCHELDER. We have, in a few instances. We have two or three hundred tents left over from the purchase for the use of flood sufferers; cheap tents which have been used, and we loaned some of those last year.

Mr. DOCKERY. I know of one instance myself. The two or three hundred left over are good tents.

Gen. BATCHELDER. Yes, sir; they are good serviceable tents, but they are not first-class.

Mr. HENDERSON. Are they included in your estimate of six or eight hundred?

Gen. BATCHELDER. No, sir; we sent some to Mississippi the other day. Mr. Allen made application.

STATEMENT OF GEN. D. DU BARRY, COMMISSARY-GENERAL.

The CHAIRMAN. Are your clerks efficient clerks?

Gen. DU BARRY. Generally. There are some, of course, that are not as efficient as we would like.

The CHAIRMAN. How many are there of that class?

Gen. DU BARRY. Three or four, principally old men of long service.

The CHAIRMAN. Are you up with your work?

Gen. DU BARRY. Pretty well; I am very comfortable.

The CHAIRMAN. Can any of your force of clerks be dispensed with?

Gen. DU BARRY. No, sir.

Mr. HENDERSON. Do you need any increase of your office?

Gen. DU BARRY. No, sir.

STATEMENT OF GEN. CHARLES SUTHERLAND, SURGEON-GENERAL.

The CHAIRMAN. Looking at the bill, I see you want one chemist at \$2,088. This is provided heretofore in the Army bill.

Gen. SUTHERLAND. Yes, sir.

The CHAIRMAN. Now, do you need all of those persons named here?

Gen. SUTHERLAND. Yes, sir. They have been employed as contract physicians in the past, and they are all to be dispensed with at the end of June. The places have been filled, and we propose to have them transferred, for the reason we have given up the contract system, and ask that those officers be continued—

The CHAIRMAN. They are necessary?

Gen. SUTHERLAND. Every one of them.

The CHAIRMAN. What is the condition of your force as to efficiency?

Gen. SUTHERLAND. Very good, sir.

The CHAIRMAN. Are you up with your work?

Gen. SUTHERLAND. Yes, sir; our department is entirely up, every day almost.

The CHAIRMAN. Have you got more clerks than you need?

Gen. SUTHERLAND. No, sir.

The CHAIRMAN. Are you kept busy?

Gen. SUTHERLAND. We have had three or four taken away from us at different times. We have one vacancy now.

Mr. DOCKERY. I see you estimate for an additional force, and in a foot-note it is stated that if these are given there will be no increase in either the number or expenses of the employes in the Surgeon General's Office, because the services of an equal number of acting assistant surgeons are to be dispensed with in the Army bill, and one clerk of class 1 can be dispensed.

Gen. SUTHERLAND. That is made by my predecessor.

Mr. DOCKERY. Where are they carried in this bill?

Gen. SUTHERLAND. They are not carried at all. There is no estimate at all; they are entirely dispensed with; they are not estimated for in the current year.

Mr. HENDERSON. How many were dropped?

Gen. SUTHERLAND. We have authority to employ fifty, and with management we succeeded with less than twenty-five.

Mr. HENDERSON. And those twenty-five are now dispensed with in your estimate for 1893?

Gen. SUTHERLAND. There is no estimate at all for any acting assistant surgeons.

Mr. DOCKERY. These officers are carried in the Army bill?

Gen. SUTHERLAND. They were carried in the Army bill.

Mr. DOCKERY. And they are eliminated now?

Gen. SUTHERLAND. Entirely, sir.

Mr. HENDERSON. What was their pay?

Gen. SUTHERLAND. Their pay was \$100 a month, with an average of about \$1,000 per year; some received about \$80 and \$40 according to duty. They received rations.

Mr. DOCKERY. What was the total of that reduction?

Gen. SUTHERLAND. The total cost of the employment of fifty would be about \$66,000.

Mr. HENDERSON. Now, is this new force to take the place of the assistant surgeons?

Gen. SUTHERLAND. It is the same people who have been contract doctors.

Mr. HENDERSON. It is a change of force?

Gen. SUTHERLAND. But the same employes.

Mr. HENDERSON. But it will not increase the expenses of the Government?

Gen. SUTHERLAND. I think not, sir.

The CHAIRMAN. I want to call your attention to another recommendation. You seem to ask for an assistant librarian?

Gen. SUTHERLAND. Yes, sir, that is necessary; we shall need him.

The CHAIRMAN. Have you had him heretofore?

Gen. SUTHERLAND. Yes, sir; Dr. Billings can answer more definitely about his duties. It is under his control.

Mr. HENDERSON. What do your assistant surgeons do?

Gen. SUTHERLAND. They take the place of the regular surgeons where a vacancy might occur at a post. They are employed to supplement our force.

Mr. HENDERSON. Were these men you have in here, one chemist at \$2,068, and so on, doing any work that was done by the assistant surgeons?

Gen. SUTHERLAND. No, sir; they were put on that duty and they received the pay of acting assistant surgeons.

Mr. HENDERSON. Were these particular officers here in the Army bill of the current year?

Gen. SUTHERLAND. I think they were.

Dr. BILLINGS. They were in the Army bill as acting assistant surgeons and have been engaged in those duties for the last ten or fifteen years at this work. Now it was proposed to drop the acting assistant surgeons and to take these men up with their titles, indicating what they were doing.

Mr. HENDERSON. As I understand, there is work being done at the posts in taking the places of other men?

Dr. BILLINGS. These 5 men were part of those 50.

Mr. HENDERSON. But there were only 25 employed?

Dr. BILLINGS. Well, they were part of the 25.

Mr. HENDERSON. Then the effect of this is to dispense with 20 officers?

Dr. BILLINGS. Yes, sir; practically.

Mr. HENDERSON. That is what it amounts to.

Mr. DOCKERY. What compensation did these five receive as acting assistant surgeons?

Dr. BILLINGS. Exactly what is assigned in this bill.

Mr. DOCKERY. How long have they been in the service?

Dr. BILLINGS. Two of them have been in the service twenty-eight years, and two have been in the service about eighteen years, and one has been in the service about eight years.

Mr. DOCKERY. Where is the assistant librarian employed?

Dr. BILLINGS. At the Army Medical Museum.

Mr. DOCKERY. What use do you have for the photographer?

Dr. BILLINGS. He photographs specimens coming in all the time, and photographs microscopical specimens, identifying tumors, fungous growth, etc., that comes in from all over the country for information concerning them.

The CHAIRMAN. I see you have one chemist at \$2,088, and one pathologist at \$1,800, and one microscopist at \$1,800. Has this officer been employed heretofore?

Gen. SUTHERLAND. For twenty-five years. He is one of those contract surgeons under special contract. He was employed under a special clause of an act of Congress which he applied for for that purpose.

The CHAIRMAN. You have also an assistant librarian?

Dr. BILLINGS. Yes, sir; in our library the man is in charge of 100,000 books there, and he has to find those and he needs to know the position of all of them. It does not increase the compensation a dollar.

The CHAIRMAN. Heretofore it has been in the Army appropriation bill?

Dr. BILLINGS. Yes, sir; each year.

Mr. HENDERSON. If we give you the new men, then we provide six offices instead of twenty five?

Dr. BILLINGS. Yes, sir.

Mr. DOCKERY. At a reduction of what?

Dr. BILLINGS. It will be a reduction of nineteen.

Mr. DOCKERY. What amount?

Dr. BILLINGS. About \$20,000.

Mr. DOCKERY. The general makes it \$66,000.

Mr. SUTHERLAND. If you count the whole fifty it would be \$66,000.

STATEMENT OF GEN. WILLIAM SMITH, PAYMASTER-GENERAL.

Mr. HENDERSON. The gentlemen here have been asking how many clerks could be dispensed with; now, I want to know how many additional clerks you need to discharge the duties of your office.

Gen. SMITH. I have asked for two in the last two years, and I would be very glad to have them now.

Mr. DOCKERY. Did you ask the last Congress and didn't get them?

Gen. SMITH. Yes, sir.

The CHAIRMAN. Your chief does not recommend it.

STATEMENT OF F. W. LONGAN, ADJUTANT-GENERAL'S OFFICE.

Mr. DOCKERY. When the record and pension division was established, by order of the Secretary of War, of the force then employed 34 messengers were assigned to that office and 24 assistant messengers retained in the office of the Adjutant-General. Now, the point on which we desire information is this: In the record and pension division there is a very large force of men, I think 859 employes. In the office of the Adjutant-General there are but 145. Is it necessary that you should have 24 messengers to attend upon 145 clerks in your office, while 859 in the other division have but 34?

Mr. LONGAN. The necessity for messengers can hardly be gauged by the number of clerks, for the reason they are distributed through the building in a great many rooms, not only to take care of those rooms, but in order to carry records, papers, and messages from one to another, and the messengers are all employed as laborers as well as messengers.

Mr. DOCKERY. They distribute papers to about ten bureaus.

Mr. LONGAN. To fifteen divisions.

Mr. DOCKERY. And perform service as laborers also?

Mr. LONGAN. Yes, sir.

Mr. DOCKERY. Do you know whether the messengers in the Record and Pension Bureau perform services as laborers also?

Mr. LONGAN. I believe they do, so far as keeping the rooms in order are concerned.

Mr. DOCKERY. Are you quite sure that this force of 24 is necessary to the proper discharge of the duties of your office?

Mr. LONGAN. I am quite sure. There have been times when there is great need for an addition.

Mr. HENDERSON. Are messengers appointed to wait upon clerks, or are they part of the working force just as much as the clerks?

Mr. LONGAN. They are part of the working force of the office.

Mr. DOCKERY. Do messengers do any personal work for chiefs of divisions or heads of bureaus, any work in the nature of personal service?

Mr. LONGAN. I can not say they do not. I suppose there are occasions when a messenger will carry a message or go and make a purchase for a chief of bureau.

STATEMENT OF CAPT. V. McNALLY, BUREAU OF ORDNANCE.

Mr. HENDERSON. How many more clerks do you need?

Capt. McNALLY. Five.

Mr. HENDERSON. What is your name and office?

Capt. McNALLY. Capt. V. McNally, Ordnance Department.

The CHAIRMAN. Your chief does not request any increase?

Capt. McNALLY. You will find it noted there.

The CHAIRMAN. But there is a man above him. Gen. Flagler asked for some, but the Secretary of War does not.

Capt. McNALLY. You will find in the estimates in the annual report for several years past we have been asking for additional clerical service.

The CHAIRMAN. This present year you do not ask for anything?

Capt. McNALLY. It is not an item in the estimate except as represented by the note.

The CHAIRMAN. We do not want to create hard feelings with the Secretary of War and give him something he does not ask for.

Capt. McNALLY. I did not know but what you would like to know the condition of the work and how it has run behind.

The CHAIRMAN. Well, you may state that. How are you at this time; are you up?

Capt. McNALLY. We are behind in some parts of the work of the office two or three years.

The CHAIRMAN. What sort of work are you behind two or three years in?

Capt. McNALLY. Perhaps I had better say we have been shorthanded in the clerical force for a number of years. We had four clerks detailed from the Surgeon-General's Office for a number of years, and at the time the Record and Pension Division was organized these were all called in. The Secretary of War then gave us permission to embrace in our estimate the additional number necessary to properly perform the duties of our office. We did that for a few years. We had to keep up the current work of the office and then allow some work of the office to run behind—that is, old work of examining the proper returns of the officers of the Army. We have nearly 65,000 returns behind now, representing probably returns for about two years.

Mr. HENDERSON. Returns of what?

Capt. McNALLY. Returns of ordnance and ordnance stores of officers of the Army.

The CHAIRMAN. Are you up with your current work?

Capt. McNALLY. Yes. I said a moment ago that in order to keep up with the current work we had to let other work accumulate.

The CHAIRMAN. You are up on that?

Capt. McNALLY. At a sacrifice of another part of the office. You know the examination of proper returns involves a money responsibility, and it is found very often when we reach the returns where the officer is chargeable with property he has perhaps resigned, may be dead, or something of the kind, and we can not reach him to recover that money, whereas if we could keep up with the current and keep up with this duty we could recover that money; and probably in that way we would save ten times the amount that would be paid out for clerical service.

Mr. DOCKERY. How long have you been in arrears with that work?

Capt. McNALLY. Several years.

STATEMENT OF GEN. T. L. CASEY, CHIEF OF ENGINEERS.

Gen. CASEY. The clerks in the Engineer's Office are fourteen in this bill, beginning at the bottom of page 82 and going up. Now, the particular duties that Congress imposed upon the Corps of Engineers is very largely the construction of river and harbor work, and sometimes Congress fails to make an appropriation for rivers and harbors and sometimes it makes the appropriation. When it makes the appropriation there is an immense deal of work to do, and so this provision was put in, "and the services of skilled draftsmen, civil engineers, etc." for the purpose of enabling the office to have a proper amount of clerks whenever there was a river and harbor bill, and work was going on on rivers and harbors.

The CHAIRMAN. We have no objection to letting it remain in, and you have the money appropriated.

Gen. CASEY. These words you see down on the fifth line in brackets, "for military defenses," ought to be stricken out. The three words, "for military defenses."

Mr. DOCKERY. You want your estimate?

Gen. CASEY. Just exactly, and if you let me alone that will be all.

**STATEMENT OF MAJ. GEORGE B. DAVIS, PUBLICATION OFFICE,
WAR RECORDS.**

The CHAIRMAN. I see you want a change in the way of the word "agent" and want it changed to "collector of Confederate records." I presume that is to designate the service.

Maj. DAVIS. Yes, sir, it is not material at all. I think the last committee changed the word and put in the designation, but it is not a material matter.

Mr. HENDERSON. Did you suggest this addition, these words?

Maj. DAVIS. I do not think I did, sir. I think it went in in the preparation of the bill. The old title was "agent for collection of Confederate records," and described his duties.

Mr. DOCKERY. How many volumes did you issue during the fiscal year 1891?

Maj. DAVIS. We issued seventeen.

Mr. DOCKERY. How many have you issued during the present fiscal year?

Maj. DAVIS. Thirteen; and we have several that are about ready to print.

The CHAIRMAN. When will you get through?

Maj. DAVIS. It was to be completed in five years from March, 1889, or from June 30, 1889; the act went into effect then. It was to be completed within five years.

The CHAIRMAN. Do you think it will be completed?

Maj. DAVIS. Yes, sir.

The CHAIRMAN. By continuing this force?

Maj. DAVIS. Yes, sir.

Mr. DOCKERY. What is the amount carried in the sundry civil bill as reported to the House?

Maj. DAVIS. Two hundred and thirty-five thousand dollars, I think.

Mr. DOCKERY. That is the amount you ask?

Mr. DAVIS. Yes, sir.

Mr. DOCKERY. In the event this amount is given, will you need this additional force?

Maj. DAVIS. That is the force that has always been in the office. That money is almost all used for printing and binding.

Mr. HENDERSON. You ask for four new clerks and three new laborers. Do I understand with that force you can finish within five years?

Maj. DAVIS. I was going to explain the increase. There are two clerks and two messengers asked for. One of the clerks for whom I ask, both of them, are technical experts. One was from the Adjutant-General's office and assisted in correcting the names that occurred in the documents as they appeared. He had had twenty-five years' experience in the Adjutant-General's office and was very rapid because he was familiar with the names of the officers of the volunteer regiment, but he died, and so that disposed of him. The other is an indexer now employed in the Quartermaster-General's office and in the classified service and has been asked for to be transferred into the classified service in my office.

Mr. DOCKERY. Is that a request for a transfer simply?

Maj. DAVIS. She is a competent person to do my work and they will need somebody to take her place in there.

Mr. DOCKERY. Is she at work in your office now by detail?

Maj. DAVIS. By detail on trial to see if she can do the work.

Mr. DOCKERY. And you want a transfer from some other office?

Maj. DAVIS. From the Quartermaster-General.

Mr. DOCKERY. She is a clerk of class 4.

Maj. DAVIS. No, sir; a clerk of class 1 or 2, I am not sure which.

Mr. DOCKERY. What was your force in 1891 when you issued seventeen volumes?

Maj. DAVIS. It was the same as now.

Mr. DOCKERY. As in the current law?

Maj. DAVIS. Yes, sir.

Mr. DOCKERY. How many volumes will you issue during the present fiscal year with this force?

Maj. DAVIS. I think I will issue seventeen.

Mr. DOCKERY. How many volumes of the entire series will you have issued at the end of the fiscal year?

Maj. DAVIS. About eighty-two or eighty-three out of the one hundred and five.

Mr. DOCKERY. Will one hundred and five complete the series?

Maj. DAVIS. The first series.

Mr. DOCKERY. You would issue with your present force seventeen volumes in 1893 and seventeen for 1894, thus making a total of one hundred and sixteen?

Maj. DAVIS. There are one hundred and five in the first series, relative to military operations. Then there is a series which relates to prisoners of war on the Union and Confederate sides.

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Mr. DOCKERY. How many of that series?

Maj. DAVIS. There will be probably twelve. Then there is a series of three or four relating to the orders and correspondence not directly related to military operations, but the raising of troops and the operations of the bureaus of both armies. There would be twelve or thirteen.

Mr. DOCKERY. Suppose we give the additional force you ask for, how many volumes will you issue during the fiscal year 1893?

Maj. DAVIS. It would increase three or four volumes, because it would hurry forward the indexing, which is very difficult work.

Mr. DOCKERY. Suppose we give you the force you ask, when will you complete the entire series, which consists of 130 volumes?

Maj. DAVIS. We will complete it in 1894, in the five years contemplated by the statute.

Mr. DOCKERY. By the end of the fiscal year 1894?

Maj. DAVIS. Yes, sir. The latter series will not give us so much trouble with reference to names.

Mr. DOCKERY. With the present force how much short of completion would you be at the end of the fiscal year 1894?

Mr. HENDERSON. You understand by the current force, Mr. Dockery means leaving out all details.

Mr. DOCKERY. I mean under the current law.

Mr. HENDERSON. The current law leaves out these details.

Maj. DAVIS. I should say we would run short three volumes a year.

Mr. HENDERSON. Then with the force you ask for you increase the output three volumes in 1893 and three in 1894, six volumes.

Maj. DAVIS. Yes, sir.

Mr. DOCKERY. In regard to the exchange of clerks, the detail was made because she was more valuable in your line of work?

Maj. DAVIS. Yes, sir.

Mr. HENDERSON. Your present force does not mean any detail from the Adjutant-General's office.

Maj. DAVIS. No, sir.

Mr. HENDERSON. Because you have exchanged a girl for the one you have, and the other man has died.

Maj. DAVIS. Yes, sir, the man I wanted has died and that slowed us up a little, because he could work more rapidly than anyone else.

Mr. HENDERSON. What is the necessity for these two messengers?

Maj. DAVIS. I have seventy-two persons employed and only two messengers. I find now that I can get on without one. When we began work on the maps, which under the contract are shipped from New York I found I could make the contractors put the label on, and that makes one messenger not necessary, but I have only two for the seventy-two people and I need an additional one for the mailing of books, pasting on labels, etc.

Mr. DOCKERY. That is the duty of those messengers?

Maj. DAVIS. Yes, sir.

Mr. HENDERSON. How many messengers do you now require?

Maj. DAVIS. Three.

Mr. DOCKERY. You ask for one more?

Maj. DAVIS. Yes, sir.

Mr. DOCKERY. What do the laborers do?

Maj. DAVIS. The same. Each book weighs 22 tons and has to be handled in 4-pound lots.

Mr. DOCKERY. How is that?

Maj. DAVIS. Each edition of 11,000 volumes weighs 22 tons and has to be handled in 4-pound lots, and labels have to be pasted and they have to be checked off when sent, and that is what the messengers and laborers do.

Mr. DOCKERY. To sum up the matter it will make a difference of three volumes each year if this force is not given?

Maj. DAVIS. That is my estimate.

Mr. HENDERSON. Do you apply assistant messengers and laborers to that answer?

Maj. DAVIS. I do. These maps are gotten out by contract in New York. I thought when the arrangement was made that we would have to do more than I find we now have to do. I find that I can make the contractor paste these labels on, so that expense is not necessary.

Mr. HENDERSON. Without these two additional clerks, one additional assistant messenger, and two additional laborers can you finish up this work within the period limited by law—five years?

Maj. DAVIS. As near as I can look forward I would come within that time. It is very difficult to estimate just how much an expert indexer helps you, and the best estimate I could put is it will help us forward three volumes a year.

Mr. DOCKERY. Then you can finish up the job with your present force, as I understand you?

Maj. DAVIS. With the force I have asked.

Mr. DOCKERY. Without giving this increase you can finish within five years?

Maj. DAVIS. I say she would help us forward and bring it within the five years.

Mr. DOCKERY. These would not be available until after the end of the fiscal year, you would be short six volumes?

Maj. DAVIS. That is it, sir.

Mr. HENDERSON. How much would that throw you over the five-year limit?

Maj. DAVIS. Less than six months, I think, sir.

Mr. HENDERSON. So it would make a difference of the whole of this force going on for six months if we gave you this increase?

Maj. DAVIS. Yes, sir.

Mr. DOCKERY. Do you mean to say it will require the entire force of the office for six months to issue six volumes?

Maj. DAVIS. I would begin to drop off the employes as the work proceeded—whatever part of the force necessary.

Mr. DOCKERY. But I understood in the event we did not give you this additional force the best estimate you can make now is you will lack six volumes of completing the series?

Maj. DAVIS. Yes, sir.

Mr. DOCKERY. How long will it require you to issue the six volumes after the expiration of the five-years' limit?

Maj. DAVIS. It takes three weeks to a volume, and that would be something over eighteen weeks—nearly five months.

Mr. DOCKERY. But you would not need the entire force for six months?

Maj. DAVIS. Oh, no, sir; as I say we can begin to drop them off in a little over a year.

Mr. HENDERSON. I wish you would make a statement and send it to Gen. Forney, estimating how much increase or decrease in the final cost it would be if we gave you or refused to give you these additional persons.

Maj. DAVIS. Very well, sir.

STATEMENT OF CAPT. M. R. THORP, ADJUTANT-GENERAL'S OFFICE.

Mr. DOCKERY. I understand you estimate \$6,600 for rent of buildings for the use of the War Department, as follows: "For medical dispensary, Surgeon-General's Office, etc." Have you been using these offices for a number of years?

Capt. THORP. Yes, sir; we have been using that building since 1887.

Mr. DOCKERY. What was the occasion of the increase of rent from \$4,600 in 1891 to \$6,600 in 1892?

Capt. THORP. That is the building for Dr. Ainsworth, 611 Seventeenth street.

Mr. DOCKERY. The \$2,000 increase?

Capt. THORP. That is the Signal Office.

Mr. DOCKERY. The \$2,000 is for rent of the Signal Office; there is no increase in these other items?

Capt. THORP. No, sir.

Mr. DOCKERY. Are you renting these buildings by contract?

Capt. THORP. Yes, sir.

Mr. DOCKERY. Five years?

Capt. THORP. We only rent them just covering the fiscal year.

Mr. DOCKERY. Do you rent these?

Capt. THORP. Yes, sir.

Mr. DOCKERY. Are you satisfied these are reasonable rentals for the various buildings?

Capt. THORP. Yes, sir.

Thereupon the committee adjourned subject to the call of the chairman.

TUESDAY, MAY 3, 1892.

STATEMENT OF THOMAS A. CARTER, COMMISSIONER OF GENERAL LAND OFFICE.

The CHAIRMAN. I wish to call your attention to the increase of force of the last Congress. We gave you two clerks of class 3, two clerks of class 2, three clerks of class 1, etc. We wish to know whether or not the business of your office requires a continuation of the present force you have here. We would like to hear you fully on that subject, and wish to know whether we can diminish your force.

Mr. CARTER. The office has been behind in its work several years. Some portions of the work can not well be brought up to date short of a number of years hence. We have been making a very strenuous effort during the past fiscal year to bring up the current business in the particular class of work in which the great body of the people are directly interested. The fact that the homestead, preemption, and timber-culture, and like business has been far behind has caused a large correspondence to constantly come in with reference to the cause of delay. This correspondence has required attention, and has diminished the working capacity of the office in a progressive direction. We now have the homestead, preemption, timber-culture, and mineral work, the great volume of business in which the public at large are concerned, pretty well up to date. That result has been accomplished, however, by withdrawing a portion of the working force from other divisions in which the general public are not so much concerned, as, for instance, the adjustment of railroad land grants and matters relating to private land claims. The reproduction of fading records, and all classes of work of that sort that could be neglected have been permitted to stand in abeyance during the past fiscal year while we have pushed forward to take up the work of homestead and preemption claims, in which the people throughout the country are directly interested. We have disposed of a very large portion of correspondence, and I believe with the present working force of the office continued for the coming fiscal year we can put the records of the office and all its business in first-class condition and pretty well up to date.

Some of our work is necessarily behind and will continue so, such as private land claims and railroad land-grant adjustments; but to diminish the force at this time would lead to the exact condition from which we are now escaping—that is, an immense volume of delayed work. We would have an accumulation the very moment we began to fall behind, as correspondence with reference to the causes of the delay would increase, and each day would witness a diminishing of the strength and effectiveness of the force in so far as the actual accomplishment of results is concerned. I can not now point out a single employé in the office whose services could be dispensed with without detriment to the public interest. The force was not increased in the last Congress to the extent desired by the management of the office. It was important last year that a number of additional law clerks should be added to that force, and the committee, I think, made a compromise and allowed a portion of the number or some fractional part of the demand made by the office, and we have been working that force day and night. As a matter of fact, most of the men have voluntarily worked overtime in order to bring the work of the office up.

The CHAIRMAN. Is your force generally competent clerks, or have you many inefficient clerks?

Mr. CARTER. We have very few inefficient people. Some of the older clerks have become superannuated and may require more rest, possibly, and are able to accomplish less work than new men—that is, in the achievement of actual work at the desk; but still, these old employés are valuable in general guidance of the work of the respective divisions, and it would hardly be in accordance with the best interests of the service to dismiss any of the old employés, to say nothing of the apparent hardship it would entail. The building, or at least some rooms in the building, is not well lighted, and difficulties with the eyes you will find to be the chief source of complaint with the older employés of the office. One of them I have in my mind has become almost entirely blind from deciphering old records relating to surveys and Mexican land grants and things of that nature, yet he is a man of ability and value in the office.

The CHAIRMAN. I wish to call your attention to the middle of page 103, where you see something in italics there. You have now three principal clerks at \$2,000 a year, and I see you wish to change that. What is the object of that; why do you wish to make a change in existing law?

Mr. CARTER. I do not understand that makes any change in the law at all.

Mr. HENDERSON. Do you want to drop those three clerks at \$2,000 each?

Mr. CARTER. No, sir; not anything of that kind.

Mr. HENDERSON. Putting them in brackets in that way indicates they are to be dropped.

The CHAIRMAN. I presume you want to change it so that instead of saying three principal clerks at \$2,000 each, you want one principal clerk of private land claims, one principal clerk of public lands, and a principal clerk of surveys?

Mr. CARTER. I think the designation shows that.

The CHAIRMAN. The estimate does, but the law does not; I suppose that is the object.

Mr. CARTER. That is a mere verbal matter and of no consequence at all.

Mr. HENDERSON. You want to drop out the part in brackets and add the part in italics.

Mr. CARTER. I think the bill just mentioned three principal clerks, and in this bill we designate these clerks according to their official work and as they are actually

known in the office and Department. It would be impracticable at this time to drop the chiefs of either of these divisions.

The CHAIRMAN. These three clerks you make chiefs of these three divisions?

Mr. CARTER. Yes, sir.

The CHAIRMAN. I presume it is a mere verbal matter.

Mr. CARTER. Yes, sir.

The CHAIRMAN. I see you want an increase of messengers.

Mr. CARTER. Yes, sir; we desire an increase of messengers.

Mr. HENDERSON. Assistant messengers, I see they are.

Mr. CARTER. That demand arises from the fact that the work of the office has been scattered about considerably through the constantly increasing demand for room for the Patent Office in the main Patent Office building. We have been compelled to move a portion of our force to Eleventh and G streets. That not being a fireproof building, we find it necessary to carry the records back and forth each and every day to the main building for safety. This necessitates the employment of a force not contemplated at the time of the passage of the last bill. It was supposed we should move the entire force to some building other than the one we now occupy, but upon investigation it was ascertained no building of sufficient capacity could be found.

The CHAIRMAN. To remove you in order to give room to the Patent Office?

Mr. CARTER. Yes, sir.

Mr. HENDERSON. I see there is an increase of laborers; have you asked about that?

Mr. CARTER. The additional laboring force requested is incident to the scattered condition of this work. We not only require additional laborers, but additional messengers. It is possible that during the year the office may be removed to another building, in which event we might get along without an increased force. Unless that removal occurs, we will be in sore need of additional laborers and messengers. We occupy two floors of this new building and of course it requires people to keep them clean and lighted and heated in winter.

Mr. HENDERSON. How many rooms have you?

Mr. CARTER. Two large rooms. The floors are unbroken by partitions. I think we have 19,000 feet of floor space on the two floors.

The CHAIRMAN. Well, now, on page 104 we gave you last year \$10,000 for per diem in lieu of subsistence of inspectors, etc.; will you need that much money this year? You have no new land offices.

Mr. CARTER. Of course we shall have during this year a considerable increase of land-office business in consequence of the opening up of the Sisseton country and the Cheyenne and Arapahoe country, in Oklahoma, together with certain reservations that may possibly be opened through bills now pending before Congress. There will certainly be no decrease in the work of the office in the field during the coming year, and perhaps an increase.

The CHAIRMAN. The next item is for "maps." I see you do not ask for any more than you did last year. This is for the purpose of distributing them among the people?

Mr. CARTER. Exactly. The maps are distributed to the members of Congress, and we keep about 500 for official use in the Land Office. Not wishing to urge any change in the method of distribution, I take the liberty of making a suggestion with reference to that map matter.

Mr. DOCKERY. I wish you would.

Mr. CARTER. You find a large percentage of the Members and Senators are not advised of the fact that maps are distributed through the folding room as other publications are. You will find that a bunch of maps is usually sent out without much regard to whether the party to whom the map is sent requests it or not, and the few which are scattered through a district create a demand from persons who actually want the maps. They write to members whose allotments are exhausted and letters come to us. We have a large number of requests for maps now which we are wholly unable to comply with, and it is a question for consideration whether it would not be better possibly to leave the maps at some central point and have them distributed on the request of members rather than sent out in a wholesale way.

Mr. HENDERSON. Can anyone tell us whether we are entitled to have them mounted free by the House carpenters?

Mr. DOCKERY. You can have them mounted but at a cost to you of \$1.50.

Mr. CARTER. I think every United States map which goes out ought to be mounted by the Government.

Mr. DOCKERY. We endeavored in the last bill to make such a distribution of maps as to leave no surplus in the hands of the doorkeeper. It was developed in testimony before the subcommittee at the last session that prior to that time, under the appropriation, a certain number of maps had been left over, not being sufficient to allow one to each member. We endeavored, therefore, to provide a sufficient amount in the last bill to make a pro rata distribution that would obviate any surplus. Can you say whether the estimate you have submitted here would accomplish the purpose in that respect?

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Mr. CARTER. I have no means of determining the extent to which demands are made on the members of which we get no knowledge at all through the channel of correspondence. I do know that the number left in the Land Office for official use is decidedly inadequate to meet the demand in that direction, for after the members have exhausted their supply they call on the office for the additional quota with no ability on our part to comply with their demand.

Mr. HENDERSON. I think you will find a lot of witnesses on that point.

The CHAIRMAN (to Mr. Dockery). Do you mean whether it will divide them equally between the Senate and the House and leave no fraction over for the doorkeeper?

Mr. DOCKERY. Yes, sir.

Mr. CARTER. As I understand it, the contractor delivers these maps and takes the doorkeeper's receipt and delivers the number of maps necessary to correspond with the requirements of this law. For instance, we get a stipulated sum of money to have the maps printed; I think they cost about 98 cents each.

Mr. HENDERSON. They are not sent to the Capitol except those sent to Senators or Members.

Mr. CARTER. None sent save those that are sent to the Senators and Members.

Mr. DOCKERY. Suppose \$14,000 would purchase 14,000 maps and the allotment of the 14,000 maps would give each member the same number and leave no fractional surplus. Now, then, if we add \$100 to the appropriation it would purchase say 100 maps in addition to the number allotted each member, and that number not being sufficient to give each one of the 233 members a map, would be lost to the members. Now, we desire a sufficient amount estimated so that there will be no surplus undistributed.

Mr. CARTER. We could only tell about the number of maps that would be published and struck off for a given sum of money by presuming that the cost in the future will be precisely what the cost has been in the past.

Mr. DOCKERY. That is 98 cents per map.

Mr. CARTER. About 98 cents per map for the current year. It was a little more than that the year before, and it may be somewhat less the coming year, as competition seems to be increasing.

Mr. DOCKERY. Under that statement of cost, how many are allotted each member of the House and each Senator?

Mr. CARTER. I think about twenty-four.

Mr. DOCKERY. To each member of the House and Senate?

Mr. CARTER. Yes, sir.

Mr. DOCKERY. Does that leave any surplus?

Mr. CARTER. We retain 500. As far as I am advised no surplus can exist here for the reason it is the duty of the doorkeeper, the person in charge, to make a fair division of the maps. It is a mere question of mathematics, of dividing the total number of maps received by the number of persons to whom they are to be delivered.

The CHAIRMAN. Suppose in the distribution there were 200 left over; that is not enough to go round to the 233 members.

Mr. CARTER. We never take these back; we never hear of the maps after they are delivered at the Capitol.

Mr. HENDERSON. Can you state how many maps have been sent to Congress this year under that appropriation?

Mr. CARTER. About 7,500 maps.

Mr. HENDERSON. Can you tell exactly?

Mr. CARTER. I can tell exactly by consulting the record on the subject.

Mr. HENDERSON. I would suggest, Mr. Chairman, that the Commissioner write a letter to you giving the number of maps sent to the Senate and House which would enable us to call the doorkeeper or whoever we wanted to get at the bottom of this thing.

Mr. DOCKERY. In that connection I would suggest that he also examine this estimate with a view of avoiding any undistributed surplus for the coming fiscal year.

Mr. CARTER. I will suggest, Mr. Chairman, that that might be done accurately by directing that the Land Office in transmitting maps to the doorkeeper of the House transmit a certain number for each Member and Senator and retain the balance in the Land Office. The phraseology of this particular section might be so changed as to provide that a certain number of maps be sent to the doorkeeper of the House for each Senator and Representative and the remainder under the appropriation should be retained in the Land Office.

Mr. HENDERSON. That would be more definite. Suppose you transmit all estimates based on the number we had for the current year?

Mr. CARTER. Very well.

Mr. DOCKERY. Now, referring for a moment to the efficiency of the force, a letter of the acting Commissioner of March 28, 1890, to this committee stated that of the clerical force then employed about forty clerks and copyists were below the average standard of efficiency. He further stated that four of those received annual

salaries of \$600; seven of \$900; four of \$1,000; five of \$1,200; eleven of \$1,400; eight of \$1,600, and one at \$1,800. Are you able to state whether the forty employes referred to in this communication are still employed in your office?

Mr. HENDERSON. When was that testimony taken?

Mr. DOCKERY. March 28, 1890.

Mr. CARTER. I take it to be a fact that the question of efficiency is to be determined somewhat upon the character of the work and the adaptability of the person. A clerk may be thoroughly proficient in one department of the office and decidedly inefficient in another. With these observations as a prelude, I suggest that the office has not, when the clerical force is properly distributed, 40 inefficient clerks of the 400 we have. We have about 404 people now in the office.

Mr. DOCKERY. How many clerks are below a fair average standard of efficiency?

Mr. CARTER. I should say we had an average of probably one or two in each division.

Mr. DOCKERY. How many divisions have you?

Mr. CARTER. We have eleven divisions.

Mr. DOCKERY. One or two in each division?

Mr. CARTER. Yes, sir; and we find that the complaints disappear by a proper distribution of these people. For instance, we have been endeavoring during this year to have the mineral patents written up, and we had tests all over the office to find out the particular individuals capable of writing such patents, and of the force I doubt if we had over fifteen people to-day who can write up a mineral patent with reasonable rapidity and perfect accuracy. Based upon the test in mineral patents, the entire force is inefficient. That is work that is exceedingly particular and technical and it would hardly be a fair test upon which to classify the efficiency of the force.

Mr. DOCKERY. Will you kindly send to the committee a statement showing the number of employes and their compensation whom you consider below a fair average standard of efficiency?

Mr. CARTER. I wish to state in that connection up to a date not over six months past no record was kept and no attempt was made to keep one in reference to the efficiency, attendance, etc., of the clerks in the office; hence a statement in reference to the ability and capacity of clerks was absolutely made on a speculative basis. We now keep a record.

Mr. DOCKERY. You have the marking system?

Mr. CARTER. Yes, sir, and I presume we can make up a reasonably accurate statement.

Mr. DOCKERY. We desire your judgment upon the question, and you ought to know more about the matter than any one else. Now, will you kindly give the number of divisions into which the work of the office is divided?

Mr. HOLMAN. One moment just there. Of the persons you have named in 1890, were there a larger number of females or males, or do you remember?

Mr. CARTER. That statement was made by my predecessor, or by the Acting Commissioner at the time.

Mr. DOCKERY. This statement was made by George Redway, Acting Commissioner, under date of March 28, 1890.

Mr. HOLMAN. You no doubt know of these 40 how many were males and how many were females?

Mr. CARTER. We have 160 females and 244 males in the office.

Mr. HOLMAN. And perhaps of those 40 they are about equally divided between males and females?

Mr. CARTER. I presume so.

Mr. HOLMAN. You have never made any statement on that subject at all yourself?

Mr. CARTER. I have never made any statement on that subject, but I think we can make up a pretty accurate statement.

Mr. DOCKERY. Will you kindly state the number of the subdivisions of the work of your office?

Mr. CARTER. The office is divided into eleven divisions. Over three of these divisions persons known to the appropriation bill as "principal clerks" preside as chiefs. Over eight divisions we have persons known as division chiefs, or chiefs of divisions.

Mr. DOCKERY. What is the first division?

Mr. CARTER. That is Division A.

Mr. DOCKERY. They are classified by letters?

Mr. CARTER. Yes, sir. Division A is the division immediately surrounding the Commissioner's office.

Mr. DOCKERY. How many clerks have you in that division?

Mr. CARTER. We have twenty-three.

Mr. DOCKERY. The duties of that division relate to the office of the Commissioner?

Mr. CARTER. Relate to the office of the Commissioner, consisting of the mailing

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room, chief clerk's office, assistant commissioner's office, and law clerks, librarian, receiving clerk, etc.

Mr. DOCKERY. Are you up with the current work of that division?

Mr. CARTER. The work of that division is kept up to date, and must of necessity be kept up.

Mr. DOCKERY. What are the duties of that Division B?

Mr. CARTER. Division B is the recording division of the office. It has fifty-eight clerks. All the files are kept in that division, all the patents are written, signed, and recorded there, and transmitted from that point.

Mr. DOCKERY. Are you up with the current work of that division?

Mr. CARTER. We are within a week of it.

Mr. DOCKERY. What are the duties of Division C?

Mr. CARTER. Division C is the public land division, or the bookkeeping division of the office. That is the largest division we have; we have seventy-six clerks at the present time employed. That division has charge of the homestead scrip locations and records and tract books of the whole public land system. It is practically the pivot around which the whole Land Office moves.

Mr. DOCKERY. Are you up with the current work of that division?

Mr. CARTER. We are within ninety days, I presume, of being up with the current work.

Mr. HENDERSON. What do you mean by the current work; is there other work you are not up with?

Mr. CARTER. Yes, sir. There is certain other work that should be done in that division that must be attended to before the work could be considered as up to date. For instance, the press copy books of the division have faded out and must be reproduced. That recording work was started some time ago, and it has been discontinued for the purpose of using the whole office force to dispose of claims arising under the homestead and other laws.

Mr. DOCKERY. In giving your statement as to current work, also please state what, if any other, work is behind in each of these divisions, and if so, how much in arrears?

Mr. CARTER. Division B is behind several years in the classification and perfection of the files deposited by local officers, and a force of clerks equal to the entire force at present engaged there could probably be employed for six months or a year in putting the office in such a condition that its records would be so arranged as to be of value for reference in the future. In other words, it would require that length of time to put them in the condition they must be placed as permanent records of the Government.

Mr. DOCKERY. When were these records received?

Mr. CARTER. They have been received probably each month for the last ten or fifteen years. The office has not been in a condition to detail a force to put the records in shape.

Mr. DOCKERY. No attempt has been made to bring that work up?

Mr. CARTER. No, sir; not at all. I am now endeavoring to organize a division through which to put these records in proper condition.

Mr. DOCKERY. In Division C, if I recall your statement aright, you said you had 76 clerks?

Mr. CARTER. Yes, sir.

Mr. DOCKERY. It appears in a hearing before this subcommittee two years ago that 97 clerks were then employed in that division?

Mr. CARTER. Yes, sir; that is true.

Mr. DOCKERY. The force of this division has been reduced?

Mr. CARTER. It has been reduced from the fact that was too large a crowd. The division was too large for any one man to keep track of the work of the various clerks.

Mr. HENDERSON. Was it reduced by discharges or transfers?

Mr. CARTER. By transfers of clerks and a certain portion of the work of the division to another division.

Mr. DOCKERY. What work was assigned to another division?

Mr. CARTER. We assigned the timber-culture and desert-land work to Division G, the preemption division. With that work we assigned a certain number of clerks from Division C.

Mr. DOCKERY. Now, the next is Division D; what are the duties of that division?

Mr. CARTER. It is the private land claim division of the office. It is essentially a record division as at present conducted, and is an important division only as an adjunct to the private land claims court. All classes of private land claims, all Indian allotments, and all that kind of work which disposes of land aside and apart from the ordinary public land law system, comes into that division. There are only 7 clerks employed in that division.

Mr. DOCKERY. Are you up with the current work of that division?

Mr. CARTER. No, sir, and probably will not be for a long time to come.

Mr. DOCKERY. Is that a class of work which by reason of its nature it is impossible to keep up to date?

Mr. CARTER. Yes, sir; I think it is utterly impossible to conclude the work of the division because much of the work is involved in litigation here and there in various courts throughout the country.

Mr. HENDERSON. Do you furnish certified transcripts for the use of the Court of Claims?

Mr. CARTER. To the private land claims court; yes, sir.

Mr. HENDERSON. If that court is of course necessary and desirable for expediting the settlement of those claims, this as a basis for the work of that court will also be valuable?

Mr. CARTER. This is indispensable, and it would be utterly impracticable to do away with that division without rendering it almost impossible for the private land claims court to continue its work, as they call on that division almost daily for certain information.

Mr. DOCKERY. These inquiries are not propounded with a view of consolidation, but simply to determine the scope of your duties and ascertain whether or not you are in arrears in the work in each of these divisions. Now, what are the duties assigned to Division E?

Mr. CARTER. Division E is the survey division of the office. There are 12 clerks employed in that division. It looks after all contracts for the survey of public lands, writes up field notes, copies the record of surveys and all contracts relating to them. That division is abreast of current work. A contract received in the office to-day will be examined, and if correct will be approved to-morrow.

Mr. HENDERSON. Is there any other work that is not up other than the current work?

Mr. CARTER. No, sir; that division is in first-class condition.

Mr. DOCKERY. Now, the next division is Division F. What are the duties of that division?

Mr. CARTER. Division F is the division having charge of railroad land grants, and it is an overworked division and many years behind and requires a high class of talent and is one of the best divisions in the office, and yet is as far behind as any other, if not farther.

Mr. DOCKERY. In a few words, please state what that division does.

Mr. CARTER. That division files all selections made by railroads under their land grants. It undertakes to adjust or adjudicate all conflicts between the grants of various roads and likewise conflicts arising between settlers on the public domain and parties who claim under grants made by Congress. We likewise file in that division all maps and plats of railroad surveys over the public domain, keeping on file a complete record of the exact location of every railroad in the country that is located over the public land, and of all matters connected with railroads and the public lands, directly or indirectly.

Mr. DOCKERY. How far is that division in arrears with its work?

Mr. CARTER. I presume the present force in that office might work continuously for ten years without bringing up the work.

Mr. HENDERSON. What is the present force employed?

Mr. CARTER. We have 25 people in that division now.

Mr. DOCKERY. How does the arrearage compare with its status two years ago?

Mr. CARTER. I do not think there has been very much diminution in the volume of work. The force is not sufficient to do more than attend to the current business, without going into the work of adjustment. Some lands have been patented to the railroads; we have issued some patents to the Northern Pacific, and Union Pacific, and various other roads.

Mr. DOCKERY. Do I understand that this work is increasing?

Mr. CARTER. It has increased within the last two years; in fact, it has been increasing since 1887. Under the act of 1887 a general adjustment of railroad grants was provided for, and in connection with the law, where an innocent purchaser bought land from a railroad company believing that the company had a title and right to convey, under certain conditions the party could purchase direct from the Government. That law has led to an attempt by the office to make an adjustment of these land grants, and a very large number of private claims have arisen; the right to purchase based upon the law and certain facts claimed to exist bringing parties within the law. That has been the principal work of Division F for many years past.

Mr. HENDERSON. At that point, under the act of 1887, did you say?

Mr. CARTER. Yes, sir; it is known as the land-grant adjustment act.

Mr. HENDERSON. If a settler bought a piece of land from a railroad company believing it to have a good title and the title fails, does the Government allow him to make selection elsewhere, or does it refund the money, or what?

Mr. CARTER. No, sir; we require a railroad, in order to clear the title, to convey the land back to the United States. Thereupon the party claiming under the railroad company is required to pay to the United States \$1.25 an acre, and upon the filing of proper proof to show a purchase in good faith from the railroads we convey the land direct to the grantee of the railroad by patent.

Mr. HENDERSON. Is the railroad company then allowed to select elsewhere?

Mr. CARTER. No, sir.

Mr. HENDERSON. A deed is required to make the title clear?

Mr. CARTER. Yes, sir; it is required that the company which made a conveyance to the party shall, for the purpose of clearing a cloud from the title, make a reconveyance to the United States.

Mr. DOCKERY. How many entrances have you in railroad limits now pending?

Mr. CARTER. At this moment I can not tell you without consulting the last weekly report, but I can advise you of that.

Mr. DOCKERY. I wish also in that connection you would give us the number of applications to enter these railroad limits.

Mr. CARTER. Yes, sir.

Mr. DOCKERY. Now we come to Division G. Will you kindly state the scope and duties of that division?

Mr. CARTER. Division G has charge of preëmption, timber-culture entries, and desert-land entries and all the contests arising under the respective laws named. The division has 45 clerks. The preëmption business is up to date, only 316 entries pending in the preëmption business now. We are somewhat behind on the contest work, probably sixty days behind, and we are practically up to date with the timber-culture and desert land. The record work in that division has been neglected. Its records are not in proper shape to be filed away permanently without considerable labor being bestowed upon them. I estimate it will require six months' constant work by the present force to put the records of the division in proper condition.

Mr. HENDERSON. You mean neglect of current work to do so?

Mr. CARTER. To neglect current work to do so. I think it will require six months' time.

Mr. DOCKERY. Reverting just a moment to the public land division, which was passed a moment ago, can you state how many entries are behind in that division?

Mr. CARTER. I think about 20,000.

Mr. DOCKERY. I notice in the testimony of December 9, 1890, it was stated then that the number of entries in arrears amounted to about fifty or sixty thousand.

Mr. CARTER. We have now between fifteen and twenty thousand.

Mr. DOCKERY. You have made sharp progress.

Mr. CARTER. We have reduced this pretty rapidly this year.

Mr. HENDERSON. Will you tell us what right the settlers have under our present laws? I ought to know them better than I do.

Mr. CARTER. Lands may now be taken up in the States of California, Washington, Oregon, and Nevada under the special law known as the timber act. One individual may file on 160 acres of land and acquire title to that acreage at \$2.50 per acre; transfer to other parties for speculative purposes is strictly forbidden.

Mr. HENDERSON. Why is this limited to those States?

Mr. CARTER. Because certain physical conditions exist there in reference to timber lands that are of no value for agricultural purposes.

Mr. HENDERSON. Is this a limitation of the law, or is it in the application of it?

Mr. CARTER. The limitation is in the law itself. The law is made applicable to land only valuable for timber chiefly and of no value for agricultural purposes. That law, as I say, is only applicable to the particular Pacific Coast States. The homestead law and the minerals laws, together with the desert-land act, are the only other laws under which title to lands can now be acquired from the United States.

Mr. HENDERSON. The preëmption law?

Mr. CARTER. The preëmption law and timber-culture law have been repealed. The universal law is the homestead law, the law of restricted application is the desert-land law, and the mineral laws are restricted to certain States likewise. In the State of Missouri you have an original cash-entry system.

Mr. DOCKERY. I will ask you now what, if any, effect has been wrought in the reduction of the duties of your office by the act to repeal the timber-culture laws, and for other purposes, approved March 3, 1891?

Mr. CARTER. It will be observed that under the conditions of that law all parties who had filed on timber-culture claims and for any reason had failed to secure a proper growth of timber so as to enable them to prove up under the law, as it was, can, by showing an effort to comply with the law for a period of four years, by the payment of \$1.25 an acre acquire title. The volume of the timber-culture work has been, in consequence of that provision, increased during the year. Persons who would never have been heard of again in connection with their filing, when this act

passed, persons who abandoned the hope of being able to comply with the law, found a solution of their difficulties under the act of March 3, and have come up in numbers and paid the \$1.25 and acquired title.

Mr. DOCKERY. The effect of this law has been to increase the work of that particular division?

Mr. CARTER. Of that particular division.

Mr. HENDERSON. As to timber-culture claims?

Mr. CARTER. Yes, sir; as to that work.

Mr. DOCKERY. Has it reduced the work of any one of your divisions; and if so please state what division?

Mr. CARTER. It has reduced the accumulation of the work in the office very decidedly, but it has increased the labor of the office.

Mr. DOCKERY. I do not quite understand that statement.

Mr. CARTER. For instance, hundreds of cases that had been dormant for years have been pulled out of the files and passed upon and sent to patent under this act of March 3, 1891. Under the seventh section of the act a provision was made whereby land that had been conveyed to a bona fide purchaser or incumbrancer subsequent to the date of the issuance of the final receipt would be upon motion of said bona fide purchaser or incumbrancer passed to patent notwithstanding the existence of fraud at the inception or in the course of the operation of the entry itself. A great many cases have been held in abeyance on the report of special agents upon protests by citizens claiming that A, B, or C, had failed to live upon the land, for instance, the period of five years required by the law. It is found upon investigation that A, B, or C, was dead, and had, prior to his death, conveyed the land to D, and D held the deed of conveyance, and on motion of D we pass that case to patent.

Mr. HENDERSON. Then your meaning is that more of the accumulated claims have been disposed of, yet under the act of 1890 your work has been increased?

Mr. CARTER. Yes, sir.

Mr. DOCKERY. To sum up the net result of the act, it has seemed to increase rather than decrease the work of your office?

Mr. CARTER. Yes, sir; during the last year the office has turned out more work than it ever did during any previous year.

Mr. DOCKERY. Please state the scope of the duties of Division H.

Mr. CARTER. That is the contest division of the office, to which all claims of every kind and character in contest, except railroad land grants, preemption, timber-culture, and desert-land claims are referred. That division has forty one clerks, and we have pending now in the division 2,559 cases.

Mr. DOCKERY. What number of cases, if you recollect, was this division in arrears two years ago?

Mr. CARTER. I presume the number was larger.

Mr. HENDERSON. You have not the data with you?

Mr. CARTER. I have not.

Mr. DOCKERY. There was a very much larger number than that two years ago?

Mr. CARTER. I think it was something over 10,000 cases two years ago.

Mr. DOCKERY. Then you have made a very sharp advance?

Mr. CARTER. Yes, sir; the division has been very successful in disposing of work.

Mr. DOCKERY. And you have now 2,559 cases behind?

Mr. CARTER. Yes, sir.

Mr. DOCKERY. Now, please state the duties of Division K.

Mr. CARTER. It is the swamp-land division of the office, and is the division having charge of the swamp-land grants of the various States.

Mr. DOCKERY. How far in arrears is that division, if any?

Mr. CARTER. That division is considerably in arrears, several years behind.

Mr. DOCKERY. How does the arrearage compare with the arrearage of two years since?

Mr. CARTER. It is almost impossible to make a comparison with that division.

Mr. DOCKERY. You are not, as I understand, falling any further behind?

Mr. CARTER. We are not falling any further behind and yet we have not been making very much progress in that division.

Mr. HENDERSON. At that point, are there new claims filed of that character, or are they waiting investigations of old claims?

Mr. CARTER. New claims are being filed continually. I find different counties in this country have filed as many as five or six claims, for swamp idemnity, for the same land. They get one allowed and then file another, and I suppose they will continue to file until doomsday.

The CHAIRMAN. Have you seen the bill pending reported from the Committee on the Public Lands with regard to swamp lands?

Mr. CARTER. It has not been referred to the office, and I only know its provisions in a general way. I understand it contemplates allowing swamp-land claims to be filed up to this time.

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Mr. HOLMAN. You regard the 1857 act as virtually adjusted?

Mr. CARTER. It has been so considered.

Mr. HOLMAN. It has been considered ever since that time?

Mr. DOCKERY. Do I understand that when this bill becomes a law it will largely increase the work of your office?

Mr. CARTER. The office, at the request of Mr. McRae, undertook to ascertain what the cost would be, and the rough estimate made by the division yesterday was that it would cost something like \$20,000,000.

Mr. HENDERSON. Is that a just bill?

Mr. CARTER. I have not examined the bill personally; as I say, it was not referred to the Department.

Mr. HENDERSON. Who determined the cost?

Mr. CARTER. Mr. McRae, of the House, I think, addressed a letter requesting that a computation be made.

Mr. DOCKERY. You are going to furnish the information?

Mr. CARTER. Yes, sir.

Mr. HENDERSON. Has the bill referred to been referred to your office for your opinion of it?

Mr. CARTER. It has not.

Mr. DOCKERY. But I understand a letter has been addressed to you asking for information about that bill?

Mr. CARTER. Yes, sir; that is true.

Mr. DOCKERY. And that information you propose to give to Mr. McRae?

Mr. CARTER. We will endeavor to answer that letter.

Mr. DOCKERY. Please tell us the scope of the duties of Division L.

Mr. CARTER. I wish to state that the \$20,000,000 was an approximation just made, and I do not say that that will be the cost. Division L is the drafting division of the office, the division which prepares the maps of the United States and of the respective States; prepares all plats of the townships surveyed around the country, and furnishes maps of these various plats.

Mr. DOCKERY. Are you up with current work of that division?

Mr. CARTER. Yes, sir; that division is up with current work.

Mr. DOCKERY. Division M; please state the scope of the duties of that division.

Mr. CARTER. Division M is the accounting division and has 20 clerks and is up with current work.

Mr. DOCKERY. What do you mean by the accounting division?

Mr. CARTER. We keep all accounts of every kind, character, and description growing out of the public-land system.

Mr. DOCKERY. State in regard to division N.

Mr. CARTER. Division N is the mineral division. That has charge of patenting all mineral lands by the various acts of Congress provided for that purpose. It also reports upon the character of land as returned by the surveyors in connection with the railroad land selections. Through that division we endeavor to ascertain what lands are mineral lands and what are not.

Mr. HENDERSON. What is the force of that division?

Mr. CARTER. Forty-three people.

Mr. HENDERSON. When you speak of the force of a division, do you embrace therein your messengers and laborers of your office.

Mr. CARTER. No, sir; I just put in the number of clerks. That division has been about three years behind. The people have been working extra time, and have been working very earnestly this year, and have caught nearly up to date.

Mr. HENDERSON. Working without extra compensation.

Mr. CARTER. Without extra compensation.

Mr. DOCKERY. Are you up with the current work?

Mr. CARTER. We will be by the first of the fiscal year. I will state, however, in that division as in other divisions of the office every character and description of work that could be laid aside has been temporarily suspended with a view of disposing of the work in which the body of the people are directly interested.

Mr. DOCKERY. You have brought up work in arrears?

Mr. CARTER. Yes, sir.

Mr. DOCKERY. I understand from the examination of two years ago that it was three years behind?

Mr. CARTER. Yes, sir.

Mr. DOCKERY. What are the duties of Division P?

Mr. CARTER. That is the special service division of the office. That division is devoted to the investigation of fraudulent land entries, timber depredations, and likewise to the work of issuing permits to cut timber on the public domain. That division has 26 clerks employed in it, and has charge of the special agents of the office.

Mr. DOCKERY. Is that division up with the current work?

Mr. CARTER. It is not; it is probably a year behind.

Mr. DOCKERY. Now, can you tell how far the land office is behind with its work on an average, if you can state it in that way?

Mr. CARTER. Excluding the swamp-land work and railroad work an estimate can be made reasonably accurate. I should say that the office force and clerks employed can take care of the work which comes in from day to day, and at the same time detail a sufficient number of clerks to take up the work that has been neglected within the next twelve or eighteen months so as to have the Land Office, outside of the two divisions I have excepted, in first-class condition.

Mr. DOCKERY. Within the next twelve or eighteen months?

Mr. CARTER. That would be the time I should estimate.

Mr. DOCKERY. In the examination two years ago by this subcommittee it was stated then that the office was about eighteen months behind on the average.

Mr. CARTER. That would be on the work we have now up to date.

Mr. DOCKERY. It was further stated that the division furthest in arrears was the mineral division, and the next the preëmption division, and the next the public-land division.

Mr. CARTER. To-day the public-land division is practically up to date, the mineral is only three hundred and sixteen cases behind. The preëmption and mineral divisions will be up to date on the 1st of July.

Mr. HENDERSON. The average two years ago probably included all the divisions, and your average excludes two divisions?

Mr. CARTER. Yes, sir.

Mr. DOCKERY. The average two years ago did include all divisions.

Mr. CARTER. It is utterly impossible to tell you how long this railroad work will endure and this swamp-land business.

Mr. HENDERSON. The estimate of that kind of work is an approximation?

Mr. CARTER. Yes, sir; it is an approximation.

Mr. HOLMAN. You notice this provision in the sundry civil bill in regard to the depredation of public timber and swamp land indemnity, etc.?

Mr. CARTER. Yes, sir.

Mr. HOLMAN. Will you state to the committee, if you please, to what extent, if at all, that is a practical provision, and to what extent can your office force be employed?

Mr. HENDERSON. What is that provision?

Mr. HOLMAN. It authorizes a detail by the Commissioner of employes of this office to perform these duties, which have been heretofore performed by special agents.

Mr. HENDERSON. I remember the provision.

Mr. HOLMAN. The purpose of the provision was that the Commissioner shall detail from his office persons now employed, and that the authority to employ beyond that should be limited.

Mr. HENDERSON. I will be glad to have you state if you can spare the force from the Land Office, and for you to give us your full opinion in regard to it.

Mr. CARTER. I will state, on general principles, the authority to detail clerks in the office ought to be given and should be exercised in special cases. To substitute certain clerks assigned to a special force now employed in the field is to my mind impractical, and, further still, would be an extravagant proceeding. We have 404 clerks employed in the office, 160 of them being females and 244 males. We certainly could not detail any female clerks; we could, but probably would not; and not to exceed 10 per cent of the male portion of that force would be at all adapted to the particular work they have to perform in the field. That would leave us from twenty to thirty persons at the outside to draw from our office force. To draw twenty men from the Land Office who are high-grade men, and men who give directions to the force in the various divisions, would lead to hopeless confusion, to my mind, and incalculable injury to the service in the office itself. Furthermore, the work we have to perform through these special agents is remote from this capital, principally on the Pacific Coast, and the transportation of clerks back and forth would cost us a considerable amount of money. We would have to send a man a thousand miles at least before he would get to his field of operations.

Mr. DOCKERY. Suppose you appointed a party in Montana, for instance, for this particular line of work; would you not require him to come to Washington for instructions?

Mr. CARTER. We would not require him to come here for instructions, but we would require him to report to some competent agent in the field who was thoroughly informed as to the work to be done and receive his instructions there.

Mr. DOCKERY. In your view that provision would enhance the cost of the service in the matter of transportation?

Mr. CARTER. It would enhance the cost to the service in the matter of transportation, and further in the matter of actual compensation of the party. Of the thirty persons that could be designated from the office to-day to do the work, few of them would receive less than \$1,600 per annum and some of them \$1,800. We now pay our

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special agents \$100 a month, and I do not know of a \$1,200 man in the office who could be sent out to do the work of special agents, except after considerable drilling here.

Mr. HOLMAN. What portion of your special employes have been appointed, for instance last year, this side of the Mississippi River?

Mr. CARTER. I presume more than one-half of them, possibly just about one-half. Some of those work in Florida, some in Minnesota, and work in the States contiguous to the Mississippi River.

Mr. HOLMAN. I understand; but what portion have been appointed from east of the Mississippi River?

Mr. CARTER. About one-half; but that is a mere guess, however. It is an opinion. I should say east of the Alleghenies about one-fifth of the force has been appointed.

Mr. HOLMAN. You mean east of the Alleghenies one-fifth of the whole number?

Mr. CARTER. I should say so.

Mr. DOCKERY. What is the number of employes in this particular service?

Mr. CARTER. We have seventy-seven people employed now for this special service.

Mr. DOCKERY. At \$1,200 each.

Mr. CARTER. One man is receiving \$1,800, but only one, however, and he is in charge of the prosecution of certain survey frauds in the State of California, and he is a lawyer of some standing.

Mr. DOCKERY. Is that force provided under civil service?

Mr. CARTER. No, sir; it is not.

Mr. DOCKERY. On page 104 of the bill is an item, "for per diem in lieu of subsistence of inspectors and clerks detailed, etc." What was expended under that appropriation for the fiscal year 1891?

Mr. CARTER. I think we have about \$1,500 of that left.

Mr. DOCKERY. During the fiscal year 1891?

Mr. CARTER. Well, I do not remember—we returned some money of that appropriation.

Mr. DOCKERY. Will you send to the committee a statement of the money expended during the fiscal year 1891 under that paragraph and also the money expended during the present fiscal year to date?

Mr. CARTER. Yes, sir.

Mr. HOLMAN. In regard to Florida, with the exception of the swamp land, have you any work down there that would employ special agents?

Mr. CARTER. We have had some timber-depredation work in the State of Florida and have some still unfinished.

Mr. HOLMAN. But in regard to the swamp-land work down there?

Mr. CARTER. There is quite a volume of swamp-land business that still remains to be done in the State of Florida.

Mr. HOLMAN. More than any other State?

Mr. CARTER. I think the State of Arkansas probably has more.

Mr. DOCKERY. I would be glad if you could estimate a reduction here without detriment to the public service.

Mr. CARTER. I do not know where it can be pointed out.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., May 4, 1892.

SIR: Herewith I have the honor to transmit a tabular statement showing the number of entries of all kinds now pending in this office, with the acreage involved therein.

I may state, in connection with the report of Division H, that of the 2,177 contest cases there pending at least 1,500 have already been decided in this office, and are now pending on appeal before the Secretary of the Interior.

Of the appropriation of \$10,000 in the past and current years, for the expenses of inspectors and clerks detailed to investigate fraudulent entries, cases of trespass, etc., and to inspect and assist in the opening of new land offices, about \$3,000 was expended in the last fiscal year, and probably \$2,000 will be covered into the Treasury at the end of the current fiscal year.

Very respectfully,

THOS. H. CARTER,
Commissioner.

Hon. W. S. HOLMAN,
Chairman Committee on Appropriations, House of Representatives.

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Summary showing number and area of entries of the public lands pending at the close of the week ending May 3, 1892, on which patents have been applied for.

	Number of entries.	Approximate number of acres embraced.
Division B, approved cases awaiting patent	40	6,400
Division C, final entries posted but not approved	12,692	2,030,720
Division C, final entries not posted nor approved	21,932	3,598,120
Division D, private land claims pending	3,003	.....
Division D, donation land claims pending	105	.....
Division D, scrip locations pending	878	.....
Division D, Indian entries pending	6,581	.....
Division F, entries in railroad limits pending	3,708	444,960
Division F, application to enter lands within railroad limits	1,846	221,520
Division F, railroad selections pending .....	.....	28,847,275
Division F, wagon-road selections pending .....	.....	304,996
Division G, preemption cases (<i>ex parte</i>) pending	1,383	121,280
Division G, town-site entries pending	30	.....
Division G, town-lot entries pending	85	.....
Division H, contest cases, all classes, pending	2,177	348,320
Division K, cases in conflict with swamp lands pending	243	38,880
Division N, mineral and coal entries pending	680	.....
Division N, mineral and coal entries suspended pending	2,248	.....
Division N, mineral-entry contests pending	144	.....
Division N, agricultural entries pending	183	.....
Division P, cases pending alleged fraudulent	3,794	621,140
Total number of cases pending and area embraced	61,752	36,494,711

All of which is respectfully submitted.

CHAS. H. CARTER,
Commissioner.

TUESDAY, MAY 3, 1892.

STATEMENT OF WILLIAM E. SIMONDS, COMMISSIONER OF PATENTS.

The CHAIRMAN. Last year we gave you an increase of force and we desire to know whether you can diminish that force or not?

Mr. SIMONDS. Well, the increase asked at that time was 67 persons and the increase granted was 14, so the increase was about one-fifth of the estimated necessity, and we not only need the increase you have given, but we need more.

Mr. HENDERSON. The last Congress gave how many?

Mr. SIMONDS. Fourteen persons.

Mr. HENDERSON. When 60 were asked?

Mr. SIMONDS. Yes, sir; 67 were asked for. You will find an increase asked for by my predecessor, Mr. Mitchell, when he asked for 18 additional clerks in the examining corps and 49 in the clerical force, and the act of Congress gave him 10 persons in the examining corps and 4 in the clerical force, making 14, which you see was about one-fifth of the number asked for.

The CHAIRMAN. We increased you some messengers and laborers—we increased you 24 in all.

Mr. SIMONDS. Nominally. I do not understand the details, but I have been once or twice informed with reference to it, that in some way it was simply a nominal increase, and that the persons were actually there at the time.

The CHAIRMAN. Paid out of some slush fund you had?

Mr. SIMONDS. We have not any contingent fund in any shape or fashion. I am glad to say that, too. You spoke of an addition of 10 other persons. I do not know the details of that, but it must have been messengers or laborers of some sort, persons who receive very low pay.

The CHAIRMAN. I see you ask for one chief clerk.

Mr. SIMONDS. We have always had one, only we did not get the money last year. I suppose you will fix up that error that occurred last year.

The CHAIRMAN. I do not think we have got to it yet. Explain that error, if you please.

Mr. SIMONDS. Well, the money was actually intended to be appropriated, and the language of the appropriation bill, as I understand it, is directly in that line, but in summing up at the end the \$250 was left out. The salary of the chief was provided for by law. [To Mr. Courts:] Am I right about that?

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Mr. COURTS. The bill as it was introduced in the House appropriated \$2,250 and the Senate made it \$2,500, and in the conference committee that was agreed to. The sum total of the bill carries it, but in enrolling the bill the amount—

Mr. SIMONDS. I know he failed to receive it.

The CHAIRMAN. Did he get the \$2,250?

Mr. SIMONDS. Yes, sir; but he would naturally like to have the other \$250 which was provided.

The CHAIRMAN. You will have to see Mr. Sayers about it. This is really in the nature of an increase.

Mr. SIMONDS. It is only part of the increase asked for, and I must say the work of the office is increasing greatly. There were filed this morning 235 applications which we are receiving at a rate of over 50,000 a year.

Mr. HENDERSON. In looking over this I see you only estimate for \$2,250?

Mr. SIMONDS. Is that so?

Mr. HENDERSON. That is all there is in this bill.

Mr. SIMONDS. It was intended to carry it. It is an error if it so appears, because there has been some considerable conversation among us about it.

Mr. DOCKERY. You sent that estimate to the Secretary of the Treasury?

Mr. SIMONDS. If it is so it was a mere clerical error.

Mr. DOCKERY. But you sent an estimate of \$2,500 to the Secretary of the Treasury?

Mr. SIMONDS. To the Secretary of the Interior.

Mr. DOCKERY. And he probably disapproved of it?

Mr. SIMONDS. I sent that for \$2,500.

Mr. DOCKERY. Then the Secretary of the Interior has reduced it.

The CHAIRMAN. You say you want your force increased instead of diminished?

Mr. SIMONDS. Oh, yes, sir; we want it quite badly, too.

The CHAIRMAN. Why?

Mr. SIMONDS. Because the work is increasing continually, it is increasing every day. The number of applications is growing larger and there is a vast mass of work that has never been entered upon that ought to be entered upon, and irrespective of that the volume of work is increasing. The examining work of the office, which is the work the public takes an interest in, is some months behind, very much to the annoyance of the public who deal with us.

The CHAIRMAN. I notice you have quite a number of messengers and laborers?

Mr. SIMONDS. Yes, sir.

The CHAIRMAN. You have 20 assistant messengers and 45 laborers at \$600, and 45 at \$480, and 15 messenger boys. Are they absolutely necessary to carry on your work?

Mr. SIMONDS. Yes.

The CHAIRMAN. Let us hear you on that.

Mr. SIMONDS. We are violating a civil service proviso right along and almost I might say by wholesale; that is the proviso which says you shall not employ to do clerical work those persons who are in the unclassified service, and as a result an inquiry was sent down not long since which reached me and I reported the names of all these persons. I found them violating that civil service proviso when I came there. Some of those persons receiving small salary are doing clerical work in violation of the civil service proviso. I saw it was impossible to change it without stopping the work of the office, but it ought to be rectified in some way.

The CHAIRMAN. If you get the clerks you would not need the laborers?

Mr. SIMONDS. No. You will notice that carries amounts of \$480, and \$600, and \$720, and they are all doing clerical work, many of them.

Mr. HENDERSON. Entirely clerical labor?

Mr. SIMONDS. Entirely. These boys you speak of are among the most useful employes of the office. They get \$360 a year, and they are used practically to select copies of patents, which we send out and sell over six hundred thousand a year, and get upwards of \$60,000 revenue, and the Patent Office does a vast deal of work for Congress and the other departments of which no record ever comes to you and you know nothing about it.

The CHAIRMAN. Are you up to date?

Mr. SIMONDS. The clerical work is right up what you would call to date.

The CHAIRMAN. What are you behind in?

Mr. SIMONDS. The examination of applications for patents. That, of course, is the chief object for which the office is established. We are behind on an average—I could state exactly if I had the figures here—three or four months, and nearer four months than anything else behind. Now, that is a great annoyance to the public who deal with us.

The CHAIRMAN. That is, it is an annoyance to the parties who are interested in wanting patents?

Mr. SIMONDS. Oh, yes, that means manufacturers largely.

The CHAIRMAN. Please state how many employes you have in your office.

Mr. SIMONDS. I have. I may be out one or two, but I have 627.

The CHAIRMAN. That includes laborers and messengers?

Mr. SIMONDS. It includes them, and it includes the \$360 boys at one end and myself at the other end.

Mr. DOCKERY. At the last Congress two new divisions were created and the clerical force was increased to the number of 24 at an annual cost of \$31,920. The items of the increase being 1 law clerk at \$2,000, 2 principal examiners at \$2,500, 2 first assistant examiners at \$1,800, 2 second assistant examiners at \$1,600, two third assistant examiners at \$1,400, 2 fourth assistant examiners at \$1,200, 2 clerks class four, 1 clerk class three, 2 clerks class two, 3 messengers, \$840, 5 laborers \$480, making a total of 24 in all, or at a cost of \$31,920 as I have it in the bill. Is that correct?

Mr. SIMONDS. I expect it is.

Mr. DOCKERY. Now, I find you estimate for 1 first assistant examiner and 2 second assistant examiners, 2 third assistant examiners, etc.; for what purpose do you expect to employ that increased force? Is it for another new division?

Mr. SIMONDS. No; add them to the existing division.

Mr. DOCKERY. Then you do not contemplate the establishment of any new division?

Mr. SIMONDS. Not with that force.

Mr. DOCKERY. Now, I notice an estimate for an assistant librarian at \$1,800. You submitted that in the last Congress?

Mr. SIMONDS. My predecessor did.

Mr. DOCKERY. That is my recollection. How many divisions have you now in the Patent Office?

Mr. SIMONDS. Thirty-two examining divisions and four what might be called clerical divisions.

Mr. DOCKERY. Thirty-six divisions in all?

Mr. SIMONDS. I think that is correct.

Mr. DOCKERY. Will you kindly send a letter to the committee showing the number of claims on file in each one of the thirty-two divisions? Also state the number of claims on file in each one of those divisions at a corresponding period of last year and this year.

Mr. HENDERSON. I would like that statement to embrace also claims disposed of during the preceding year and this year, claims received during the two years, and the number on file at the end of each of the two years, put in such shape so we can make an intelligent comparison of the business of the office.

Mr. SIMONDS. You know there is such a thing as you request up to the 1st of January, and I can make it out if you wish.

Mr. DOCKERY. Also, in that connection, I desire you to state, in time, how far each division is in arrears and how far in arrears at a corresponding period of last year.

Mr. HENDERSON. Turn to page 109 of the current law under consideration. What special necessity is there for this additional first assistant examiner?

Mr. SIMONDS. To put him upon the examining work and help bring it up to date in that division.

Mr. HENDERSON. Is the work of the office suffering for want of that additional examiner?

Mr. SIMONDS. Yes.

Mr. HENDERSON. I see you ask for two second assistant examiners?

Mr. SIMONDS. The same remark applies; each one of the examiners will help bring the work up to date.

Mr. HENDERSON. Are there calls for that kind of work which make it necessary to bring the work up to date?

Mr. SIMONDS. Oh, yes; the complaint is constant that they do not come up to date.

Mr. HENDERSON. I see you estimate for one application clerk at \$2,000; what is that for?

Mr. SIMONDS. I am not advised exactly why that application clerk is put in under that designation. I know what the purpose of all of that is. I might explain right here that in the examiners' room there are employed clerks of the higher grade who receive good salaries and, in fact, actually perform examining work, the work of examiners, and it is my understanding of the need of those clerks, notwithstanding the names are given here, they would be actually employed at examining work in the examining division and in the examiners room, but why an application clerk is specifically called for I can not state.

Mr. HENDERSON. Is this your estimate?

Mr. SIMONDS. It is, but of course the data was furnished me by the last chief clerk, who is gone at this time.

Mr. J. L. BENNETT, chief clerk Patent Office. I have not the slightest comprehension of what that means.

Mr. HENDERSON. Are you the present chief clerk?

Mr. BENNETT. Yes, sir.

Mr. SIMONDS. My wonder is at present why he is called an application clerk.

Mr. DOCKERY. You ask for six clerks of class 4 instead of five; what is the necessity for that increase?

Mr. SIMONDS. They would be employed at exactly the same work in the examiners' room, and on the same work that these examiners do.

Mr. HENDERSON. The same is true of the four clerks of class 3?

Mr. SIMONDS. Every one of those.

Mr. HENDERSON. Do you estimate for an increase for helping up the back work?

Mr. SIMONDS. The back work of the examiner's room. I do not know of any special need of anything else.

Mr. DOCKERY. I will not ask you how much you are in arrears in these different divisions, because that information will be supplied by the statement already called for.

Mr. SIMONDS. I have an idea we are better off.

Mr. DOCKERY. You are better off?

Mr. SIMONDS. Yes, sir.

Mr. DOCKERY. You will furnish this information with the other information asked for?

Mr. SIMONDS. Yes, sir.

Mr. DOCKERY. Will you kindly send to the committee a statement of the annual expenditures for purchase of books and expenses of transporting publications of patents issued by the Patent Office to foreign governments for the fiscal years 1890 and 1891 and the expenditure up to this date of the present fiscal year; also the same information relative to the estimate for photo-lithographing or otherwise producing plates for the Official Gazette; also the same information for photo-lithographic or otherwise producing copies of drawings of the weekly issues of patents, etc.; also the same information on account of investigating the question of the public use or sale of inventions for two years or more prior to filing applications for patents, etc.; also the same information for the share of the United States' expense of conducting the international bureau at Berne, Switzerland?

Mr. SIMONDS. Yes, sir.

Mr. HENDERSON. Why do you send patents to foreign governments?

Mr. SIMONDS. Because they send theirs to us and we need them for purposes of examination. An examination of an application for a patent to determine the novelty covers not only American but patents of the world. They give us their patents and we give them ours.

Mr. HENDERSON. Will you explain this item, under the head of "for the share of the United States expense of conducting international bureau at Berne, Switzerland?"

Mr. SIMONDS. I have only a general knowledge of that, but I feel quite sure there is a statutory provision in that regard that we shall share in the expenses of an international bureau which exists at Berne, Switzerland, which concerns industrial property generally. We have certain treaties with other nations and the treaties are all the time under consideration, as I learn from being there in the office, by the Senate with reference to trade-marks and industrial property, and this bureau is established by the various nations and kept there and they send out information from the different countries as to what countries have ratified this, that, and the other treaty or protocol and what country has refused it, and I think they notify all nations of the action of the other nations, and the different nations contribute towards the expenses of the bureau.

Mr. HENDERSON. Do we keep a man there?

Mr. SIMONDS. Oh, no.

Mr. DOCKERY. What is the necessity for investigating the question of the public use or sale of inventions?

Mr. SIMONDS. Let me illustrate to you. When Drawbaugh made application for a patent on a telephone, pending in the office probably since 1880 in that neighborhood, or probably a little before that, after the decision of the Supreme Court in the telephone cases, so called, my predecessor instituted one of those proceedings in reference to Drawbaugh's application to determine whether that invention had been in public use and on sale more than two years before his application. Now, he was entitled, of course, to have that question decided judicially and have witnesses called and examined and cross-examined and there was no one to take side against him except the Patent Office, and it had to have counsel for that purpose, and the matter was tried regularly and testimony taken and the case came before me for decision when I first came in, and I held that the two years' public use had taken place, and therefore he was not entitled to a patent. It is just such cases as that when an important matter comes up for protecting the interests of the public, so that this is necessary that the Department may take part in judicial proceedings.

Mr. HENDERSON. It is for publishing those decisions.

Mr. SIMONDS. It is not for publishing them, it is for actually carrying on the

judicial proceedings, taking testimony, etc., and printing. It is like any other proceeding in the nature of a lawsuit. We have no contingent fund and could not conduct proceedings until this appropriation was made.

Mr. HENDERSON. The expense is chiefly for counsel?

Mr. SIMONDS. Yes, sir; traveling expenses, printing of testimony, etc.

Thereupon the committee took a recess until 2 p. m.

AFTER THE RECESS.

STATEMENT OF GREEN B. RAUM, COMMISSIONER OF PENSIONS.

The CHAIRMAN. Our understanding is you have over 2,000 clerks in your office?

Gen. RAUM. Two thousand and nine.

The CHAIRMAN. We desire to know whether it is necessary for you to continue that force this year, and if not, how many ought to be reduced, and point out at what place a reduction can be made.

Gen. RAUM. There are over 800,000 claims (847,811) pending there. If there was not a claim filed in the next two and a half years it would take the entire force two and a half years to dispose of the work on hand in that office.

Mr. DOCKERY. Do you mean to say you are two and a half years behind on the claims now pending?

Gen. RAUM. I say it will take two and a half years to adjust the claims pending there now.

Mr. DOCKERY. Then you are two and a half years behind?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. How many original claims are included in that number?

Gen. RAUM. I can not give you the exact number, but it is about, say, 400,000 (439,848).

Mr. DOCKERY. How many under the act of June 27, 1890?

Gen. RAUM. Well, a large majority of these are either original under that act or are else duplicates under that act. There are about seventy-five or eighty thousand that are not duplicated.

Mr. DOCKERY. That are not duplicated?

Gen. RAUM. Yes.

Mr. DOCKERY. When you say there are about 400,000 original claims pending do you include the claims under the act of June 27, 1890?

Gen. RAUM. Oh, yes.

Mr. DOCKERY. That is exclusive of claims duplicated?

Gen. RAUM. If you wish I will give you an exact memorandum of that as I have it the 1st day of this month.

The CHAIRMAN. Please send the committee this statement.

Gen. RAUM. Yes, sir.

Mr. DOCKERY. Also, in that connection, will you kindly state the number of the increase claims pending?

Gen. RAUM. Yes, sir; I can give you that.

Mr. HENDERSON. Just a question there. You say in reply to a question just put that you are about two and a half years behind. Do you mean that that office is two and a half years behind, or that the Pension Office and the claimants themselves are two and a half years behind? The claim is not adjusted because the claimant failed to file the necessary proof, and you are in one sense behind to that extent; but the cause of being behind is that the claimant has failed to prepare his case?

Gen. RAUM. Yes, sir. I will give you those figures on the 1st of May, if you desire it. I have not had that report in; but I have now 180,000, just about 180,000 claims which are supposed to be complete, now on the completed files, as it is called. Each claim is represented by a card, and each card has noted on it the date of the filing of the last piece of evidence in that claim, and these cards are arranged in the order of the date of the filing of the evidence, and they are drawn in that order. Now, I say, I have 180,000 claims that are ready for trial; that is between four and five months' work. You may say, in point of fact, as far as completed cases are concerned, we are five months behind; but then we are completing say 1,500 cases a day. We are receiving evidence so as to complete about 1,500 cases a day; and as the evidence is filed, completing each case each day, then a card is made out stating, for instance, this is the 3d day of May, which is put on there as the date of completion, and that is put in the box as of that date.

Mr. HENDERSON. Then if 180,000 are on the completed files how many are upon the noncompleted files?

Gen. RAUM. There are about 620,000.

Mr. HENDERSON. Then these are the claims that are pending?

Gen. RAUM. Yes, sir; on what is called the pending files.

Mr. HENDERSON. Now, I wish to say to you, that I get a great many letters from claimants under the act of June 27, 1890, in which they say, "I filed my claim, say in August or September, 1890, and Mr. A or Mr. B or Mr. C, living near me, filed their claims under the same act in the latter part of 1891, months after I did, and they have received their pensions and I have not even got an order of examination, and have heard nothing from it except the original acknowledgment." Now, I would like you to explain that; first, is it true, and if so, why? I have my own theory of it.

Gen. RAUM. The claims as arranged upon the completed files are in three groups: first, the original claim—well, that includes the old law and the new law; second, the widow's claim, and third, the increases and what are called new disability claims. Now, we have arranged the force of each division so as to have a larger proportion of the examiners on this original work. Say a man has never drawn a pension; I have held that that class of claims were entitled to a larger proportion of the work of the office upon their claims than those who are drawing pensions.

Mr. HENDERSON. And want an increase?

Gen. RAUM. Yes, sir. Now we have two classes of men who are asking increases of pensions. One is the man who asks for an increase of pension under the old law, and the other is one who asks for an increase of pension under the old law by giving an additional pension under the new law, and the men who have filed those claims under the recent law and who are a little behind I have no doubt are the men who are drawing pensions before. Those classes of claims, I have no doubt, have not been adjusted as rapidly, for the reasons I have just stated, as the men who are drawing no pensions at all.

Mr. HENDERSON. I understand that part of your answer. Now let me see if this is an element in the delay. Suppose a man is not drawing a pension and his claim is not fairly established under the old law, but so far as medical condition is concerned it is satisfactorily established before the act of June 27, 1890, so that a medical examination is not required, would it not be true that a man might file a claim under the act of June 27, 1890, and yet another man file his claim and the first man would get his claim first because there was no necessity for proof as to his disability?

Gen. RAUM. No, not in a case of that kind.

Mr. HENDERSON. Well, is it true that many claims under the new law, the act of 1890, are allowed without a new medical examination, the proof under the old law being sufficient?

Gen. RAUM. The regulations which have been approved by the Secretary for the enforcement of this new law provide that where a man files a claim under the new law in connection with the old-law claim on which he had not received a pension and there was a medical examination within two years that it would not be necessary to have another medical examination if that disclosed disability, and the claimant would be shown the consideration of all the evidence in both cases, and a great many cases have been disposed of in that way. Now, in regard to the cases referred to you speak of, there were during the month of December and January, there might have been some few of them—

Mr. HENDERSON. What year?

Gen. RAUM. This past December or January, 1891, there might have been some few. There were quite a number of claims adjusted out of their turn, being called up through the instrumentality of congressional call slips. They were called up upon a slip. When you send in a call of course you do not know whether it is in regular order or not; you have no opportunity of knowing that. Now, say a case was called up by a congressional call slip and that case was drawn from the files and it was not its time for adjudication; but the examiner did not know that and it was placed on the desk of the examiner and found to be complete. Now, it is probably three or four months ahead of its turn, and under the rules which have prevailed in the office always, until very recently, when I changed them, claims that were found to be complete by the examiner were briefed and sent forward to the board of review for action, and there was probably during the months of January and February several thousand which were taken up in that way. Well, it gave me a surprise and annoyance, and I did not really understand exactly how it occurred until finally I directed the chief of division to send me up a slip of every case and the disposal of every case that was called up by a Congressional slip, and I found they were adjudicating a great many, and I just stretched them out on a table in my back room and I found they covered—I had one filed January 17 and I was looking at it in the month of February. The claim was filed January 17 in connection with the old law and the case had been taken up and found to be complete, it having been called up by a congressional slip. Now I have the slip printed so that it will give this notice: "This case has been called up out of its turn for adjudication." This gives notice that it should be sent back to the files without the claim being adjudicated ahead of its turn. They are now adjudicated absolutely as they are drawn from the completed files. There are over 110,000 calls for congressional status since Congress met.

Mr. HENDERSON. A congressional call can not expedite a claim?

Gen. BAUM. No, sir; not at all.

Mr. HENDERSON. Unless the call calls attention to the fact that certain evidence is required which might act as an expediting force; that is the only benefit the claims derive from being called up on a congressional call?

Gen. BAUM. Yes, sir.

Mr. DOCKERY. I understand you to say you are in fact only five months behind on the current business of the office?

Gen. BAUM. The business of adjudicating completed cases; yes, sir.

Mr. DINGLEY. Now, I have quite a number of cases I have called up which, for instance, have been reported as being in the board of review and have been there for a year and some of them for more than a year. How does it happen that they are so long in the board of review if you are only five months behind?

Gen. BAUM. I suppose the claimants have been notified otherwise, because a claim can not stay in the board of review that length of time; it passes right through without delay. We are right up in the board of review to-day. Just before the beginning of Congress we had about a month's work on hand in the board of review, but we now are right up with the work and a case ought to go through the board of review in the course of, say, a week.

Mr. DINGLEY. How does it happen, then, that when I called up cases as I did last January I was told they were in the board of review, and when I called them up again this week I was told that they had gone to the board of review?

Gen. BAUM. I would want that case to see the reason why.

Mr. HENDERSON. I had similar cases. When I get notice of a matter in which I feel a deep interest, for instance of a woman suffering for want of means, I ask and I get a notice that the claim is before the board of review. I send it to the claimant and I say, "if you do not hear from this in the next six weeks return this letter to me and I will make further inquiry." I have one case in my mind which I think three months ago I was notified it was before the final board of review.

Mr. DINGLEY. I have twenty cases.

Gen. BAUM. Let me suggest adjudicating divisions are what are known as corresponding divisions. You never get a letter from the board of review or the medical division at all. You call for the status of a case and that case has been briefed and sent forward to the board of review, while the slip that represents that case in the file case will be drawn out and they see it is charged to the board of review, and they will notify you it is in the board of review. They do not follow that case; it may be in the medical division. You know the round there is, say from the western division to the board of review, from the board of review to the medical division, and after the medical questions are settled and the rate fixed then it goes back to the board of review, and from there to the certificate division; but as far as the western division is concerned, why they would tell you until they are notified to the contrary that the case is in the board of review; that is, that they have sent it forward to the board of review.

Mr. HENDERSON. I have always been of the opinion that a case sent to the board of review had passed the examiners in regard to the fact, the medical examiners, and the law examiners, and it was then sent through the hands of experts, who reviewed all their findings; am I correct in that?

Gen. BAUM. The adjudicating division and the board of review passes upon the law and the facts, and the medical division upon the medical questions involved in the case.

Mr. HENDERSON. Are not the medical questions treated before the claims are sent to the board of review? As a rule of course the board of review might send it back to all or any of them, but as a rule is not the case complete by the examining and medical division and the law division before it goes to the board of review?

Gen. BAUM. Here is the course. You take a case from your State, which would be in a western division. There is a large file of cases, and those which go to the western division are kept there. Now, they correspond with the claimants and attorneys and members of Congress and all that sort of thing, and they order a medical examination; they make calls upon the War Department, and make calls upon the man himself for evidence. All these papers are concentrated there in that western division. Now, that claim is made up by the examiners; they brief it. We have a printed form or brief, and he puts his finding on the face of that brief and then it is sent forward to the board of review for further examination.

Mr. HENDERSON. To see if any mistake has been made?

Gen. BAUM. Yes, sir. There are three persons who pass upon the legal questions and weight of evidence, and after they have been satisfied this case is proved as far as the facts and law are concerned, it is then sent to the medical division for the medical questions to be settled, and then it is sent back to the board of review and the rates written in in proper form, and from there it goes to the certificate division.

The CHAIRMAN. I want to know this: Suppose a soldier makes an application

under the act of June 27, 1890, and accompanies his application with all the necessary proof to show he is entitled to a pension, how long will it be before he gets a certificate of pension in your office after it takes the regular course?

Gen. RAUM. We would have to call on the War Department for his military service, and that would be a very few weeks after the case arrived; we keep close up on that. Then, if it is found to be all complete it would go to what is called the completed files, and it would not be more than four or five months behind.

Mr. DOCKERY. I understand it would require five months for you to complete the adjudication of the 180,000 cases on the completed files?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. And there are 620,000 claims not completed?

Gen. RAUM. Yes, sir; about that.

Mr. DOCKERY. And you estimate if your entire force was limited to the claims on file it would require two and one-half years to complete them?

Gen. RAUM. Yes, sir; about two and a half years.

Mr. DOCKERY. How are you able to estimate the element of time in the cases that are not completed where it largely depends upon evidence to be furnished by claimants?

Gen. RAUM. Well, we are disposing of claims at such a rate that I think in two and a half years we will have the work in such a state that the principal business there will be the adjustment of increases and such things. Until, of course, the soldiers all die, you will have some kind of work with their claims.

Mr. DOCKERY. You spoke of two and a half years being required to complete cases that are now filed and Gen. Henderson developed the fact that this delay was largely due to the claimants themselves; the query therefore arises in my mind how you could make any estimate as to the time when the adjudication was largely dependent upon the diligence of the claimants themselves?

Gen. RAUM. There are about from 1,500 to 2,000 claims a day that are completed. There is a great mass of evidence being received every day.

Mr. DOCKERY. Are you basing the estimate on the number of claims adjudicated monthly?

Gen. RAUM. Yes, sir; and the number pending.

Mr. DOCKERY. Now, in connection with this force, I would like to know, in as few words as possible, the system under which claims are adjudicated. This is the point I desire to illustrate: Suppose John Smith files his claim to-day and John Jones also files under the act of June 27, 1890, both being from the same State, and having entered the Army from the same State, what are the steps taken to examine and adjudicate those claims. In this connection, I also ask you to state whether you have any system by which you keep track of these claims so that you can determine where they are at a given period; what division has them and what clerks have them, and whether or not the claim is looked after properly or not?

Gen. RAUM. I can give you that, I think.

Mr. DOCKERY. Have you any system which gives you the location of the claims?

Gen. RAUM. Oh yes, there is no trouble about that, you can follow a claim to any place.

Mr. DOCKERY. Then if the claims of Smith and Jones are filed to-day are you advised by any system as to where those claims are next Saturday evening?

Gen. RAUM. Oh, yes, sir; I can explain that to you in a few words. In the first place we have what is known as the mail division, and all the mail of the office is brought into that mail division. Now, there is a large amount of—say here are all the applications for pensions. They are made into a bundle and they are sent up to the record division.

Mr. HENDERSON. These are the originals?

Gen. RAUM. Yes, sir; applications for pensions, we are speaking about pension claims. These applications are all sent up to the record division, the mailing division having stamped on the application the date of its receipt in that office. Now, in the record division, the first thing that is done, is, we have three clerks to verify the service, to examine the declaration, and see that it is all right.

Mr. HENDERSON. At this point a question. Does the mail division determine what other divisions they shall go into; whether they shall go into the western, eastern, or middle?

Gen. RAUM. No, sir; every application goes to the record division first. The record division has a system of records there so that every case is recorded in the regimental book—for instance, what was your regiment?

Mr. HENDERSON. The Twelfth Iowa.

Gen. RAUM. Now the Twelfth Iowa has a book and your name is in that record and your claim goes on that record; when your pension was granted the number of the certificate was entered on that record, showing on that one line all in relation to the pension to D. B. Henderson; the whole business. Now the record division verifies that service, examines these applications as to whether the man has ever

made another application, whether there is a duplicate, and when that is done they record it and make a jacket for it. The jackets are printed with colors so as to represent the proper division to which it goes, and having made the proper entries on the jacket the case is then sent to the proper division; the proper number, of course, in the serial numbers that are there given, being upon all the papers in the case.

Mr. HENDERSON. This is in the record division?

Gen. RAUM. Yes, sir. Now the claim is jacketed in the record division. Now it is allowed and sent to the adjudicating division, when they send it to the proper division. That claim is put into the file cases in the order of its number. If you will observe the first time you enter the building as you go along look and you will find a series of numbers running along on the file boxes. Now it takes its place there standing on edge with others, they are put in in this side there (illustrating) and they are working up all the while. The first work of the office is to make a call upon the War Department for the military record of the man and order him a medical examination, assuming now it is an original claim.

Mr. HENDERSON. Right at that point a question. When they come from the record division for the proper division according to the State from which he enlisted, is the file laid on the desk of the chief of division first?

Gen. RAUM. No, they are sent to the chief of files; they have a chief of files division. We have 120 men on the files.

Mr. HENDERSON. Who assigns these cases to the examiner?

Gen. RAUM. These are assigned according to the condition—

Mr. HENDERSON. By the chief of division?

Gen. RAUM. By the chief of the files. He is a man of excellent ability and a high-priced man. Now, say these cases are all original cases we are speaking of. They are brought in and set up there in this serial number in the file cases and they work up on that file of cases so that they are taken out and distributed among the examiners in the order of the date of their filing, and the first work done on those cases is to make a call on the War Department for the military and hospital record of the man.

Mr. HENDERSON. That is done by the examiner in whose hands the case is?

Gen. RAUM. Yes, sir; and then there is a medical examination ordered, and he is called upon for such additional evidence as is necessary to prove his case. When all the evidence is in, why then the case is briefed and is sent forward to the board of review.

Mr. HENDERSON. Now, the examiner into whose hands it comes, when he considers the case complete, does he submit it to the chief of division?

Gen. RAUM. To the assistant chief usually. Of course, in a case involving special points, it is submitted to the chief.

Mr. HENDERSON. Then it is reviewed by the assistant chief or chief?

Gen. RAUM. By the assistant chief.

Mr. HENDERSON. As a matter of fact the great mass of the pension work depends upon the work of the examiner who has it in charge?

Gen. RAUM. There are three men responsible for the evidence and the law of each case. That is the examiner in the adjudicating division, and the reviewer and the re-reviewer in the board of review.

Mr. HENDERSON. Who is the reviewer?

Gen. RAUM. There are two sets of men; the force is divided, and so there are three men who pass upon the work in each case, and you will find on the brief, if you look at it, the names of three men there, the examiner, the reviewer, and the re-reviewer, as a guarantee of the sufficiency of the claim.

Mr. HENDERSON. The reviewer and re-reviewer are members of what is termed the board of review?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. Now, suppose the claims of Smith and Jones fall into the hands of these examiners?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. Is there any other officer to whom they make report pending final adjudication?

Gen. RAUM. Why the work is supervised all the while.

Mr. DOCKERY. Can I go to the chief of a division or some other officer and secure the information how long Jones's claim has been in the hands of that examiner, and how long Smith's claim has been in the hands of the other examiner?

Gen. RAUM. Yes, sir. Now there is a card—

Mr. DOCKERY. You have a chief who has that information?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. If one claim has been in the hands of one examiner six months, and the other claim has been in the hands of another examiner three months, is there an officer who can give that information?

Gen. RAUM. Say there are 300 cases drawn from the files of the western division

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this morning for examiners. There is a white card and the name of the claimant and the number of the claim and the examiner to which it was assigned, and this card is placed in the position in the case which represents it in the files, and that system runs through the entire work of the office; wherever the case moves there is the card to represent it, and if you should call up the case, say an Iowa case, and I should send down for it, a man would go to the adjudicating division, to the file clerk, and the file clerk would step to the case and look for the proper number and he would open the door and look along and finally he would draw out this white card. You would see that went to the board of review, say the 10th of April, as shown by the stamp on it. Then if you go to the board of review to ascertain what they have done with it, why, they have got a card there; they have their own file. They will say that case went to the medical division on the 20th of April, and we can trace it right around.

Mr. DOCKERY. Turn to page 108. I notice you ask \$215,000 "for special examiners and other persons employed in the Bureau of Pensions detailed for the purpose of making special investigations concerning said Bureau in lieu of expenses for subsistence, etc." What amount was expended under that clause of the bill during the fiscal year 1891?

Gen. RAUM. I think you have it there, \$345,000.

Mr. DOCKERY. Expended?

Gen. RAUM. Expended.

Mr. DOCKERY. But there is only \$215,000 appropriated?

Gen. RAUM. It was last year before this; we have not gotten through with this year. Two hundred and fifteen thousand dollars was provided for this year.

Mr. DOCKERY. But what was expended during this fiscal year, 1891?

Gen. RAUM. I think it is \$345,000.

Mr. DOCKERY. Only \$225,000 was appropriated. Now my question is, of that \$225,000 what amount was actually expended?

Gen. RAUM. Well, I will tell you. You had two appropriations for that year, and the actual expenditure was \$345,000, and you consolidated the two into this last year.

Mr. DOCKERY. What was the appropriation under which \$345,000 was expended?

Gen. RAUM (to Mr. Courts). You can turn to that. I recommended you consolidate it into two items and reduce it to \$215,000.

Mr. COURTS. It was \$225,000 and \$190,000, making \$415,000.

Mr. DOCKERY. Then of the total appropriation of \$415,000 you only expended \$345,000?

Gen. RAUM. I think that is it.

Mr. DOCKERY. Why did not you expend the \$70,000.

Gen. RAUM. I did not send the people out. I pushed that work as hard as I could—

Mr. DOCKERY. Now, of the \$215,000 appropriated for the fiscal year 1892, can you now state what you have expended up to the first day of May? If not, you can give it in a supplemental supplement?

Gen. RAUM. I have not the statement up to the first of May, but I will give you that.

Mr. DOCKERY. We will thank you to do so. Is there any chance to make a reduction in that estimate?

Gen. RAUM. No; and I will tell you why. Now, I will say this, I do not think I will spend quite all of that \$215,000. I will probably spend about \$200,000 of it, but the work in that division has increased a little in the last six months, and I will probably, instead of reducing that force—I will say I found 216 people in the field when I took charge here, and I pushed that work very hard and brought the work to less than 3,000 claims and reduced the force to 115. Now, I am urged by the supervising examiner to put that force up to about 225. We have now about 5,000 cases in the field.

Mr. DOCKERY. The force is under this provision?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. How many have you employed now?

Gen. RAUM. We have 115 in the field.

Mr. DOCKERY. Do you contemplate increasing that force?

Gen. RAUM. I contemplate sending out about 10 men more.

Mr. DOCKERY. From the office?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. Of your present force?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. In the event you do that, what will be your total requirements for the next fiscal year?

Gen. RAUM. I should say it would not be safe to go below \$215,000.

Mr. DOCKERY. Do you mean that you are inclined to think you will not expend more than \$200,000?

Gen. RAUM. For this year.

Mr. DOCKERY. And you think you will need—

Gen. RAUM. Next year I will have a little larger force and need the whole amount, and, as you observe, there will be an annual saving of about \$130,000 on this item.

Mr. DOCKERY. The next item is an appropriation of \$210,000 for 150 special examiners, at a salary of \$1,400 each. How many special examiners are now actually employed in the field?

Gen. RAUM. Well, all of these now employed in the field are special examiners, I think, except eight. There are eight clerks, I think, at \$1,200 each.

Mr. DOCKERY. Then, of the 150 special examiners, 142 are employed under this clause at a salary of \$1,400, and eight are detailed from the office?

Mr. RAUM. No; wait a minute. There are 115 out. Now eight of those are clerks, and that would leave 107; that would be 43 men in the office and 107 out. Forty-three of those special examiners are acting as clerks in the office. You know they have been used ever since the creation of that force. They have been used as clerks or special examiners just as it was in the discretion of the—

Mr. DOCKERY. Do I understand you to say that 43 of the 150 are not in the field and are employed in your office at \$1,400 a year?

Gen. RAUM. Yes, sir.

Mr. DOCKERY. Have you any clerks in the office detailed to work in the field?

Gen. RAUM. I think it is eight. As I told you when I went there there were 268 persons—

Mr. DOCKERY. But you see you confuse us by—

Gen. RAUM. There were 268 persons in the field. Now, there were 118 clerks in the field, and as I drew them in, why I left some eight or ten clerks still in the field. The law provides you can send special examiners or clerks, either can be sent to the field.

Mr. DOCKERY. As I understand, and if I am incorrect please correct me, you have 115 clerks in the field, of which number you have detailed eight clerks from the office?

Gen. RAUM. Yes, sir. I do not know whether I sent them out or whether they were left out; at all events they are out.

Mr. DOCKERY. Are these 150 employes under civil service?

Gen. RAUM. Yes, sir; all of them.

Mr. DOCKERY. It has been the custom heretofore to call these examiners in?

Gen. RAUM. Yes.

Mr. HENDERSON. Right there. There are 150 provided for in the current law; you say 43 are now in the office?

Gen. RAUM. Yes, sir.

Mr. HENDERSON. That would leave 107. I understand you to say there are now 115 in the field.

Gen. RAUM. But there are eight of those who are clerks.

Mr. HENDERSON. Then this 150 special examiners do not refer to clerks detailed, but these are 150 examiners who passed as such under civil service rules?

Gen. RAUM. Oh, yes.

DEPARTMENT OF THE INTERIOR, BUREAU OF PENSIONS,
Washington, May 5, 1892.

DEAR SIR: I have the honor to transmit herewith (1) a statement showing the total number of claims pending in this Bureau on the 23d day of April, 1892, the date of the last count; (2) a statement showing the number of cases on the completed files April 30, 1892, and (3) a statement showing the amount appropriated for the investigation of pension cases during the fiscal year 1892, the amount expended from July 31, 1891, to March 31, of the same year, and the balance on hand March 31 last.

Very respectfully,

GREEN B. RAUM,
Commissioner.

Hon. A. M. DOCKERY,
House of Representatives.

Old war.

Original invalid	2, 235
Widows	1, 900
Total	4, 135

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Service since March 4, 1861.

Original invalid	121, 278
Original widows	84, 920
Total	206, 198
Increase claims	219, 873

Act June 27, 1890.

Original invalid	163, 911
Widows	65, 603
Total	229, 514
Increase under act June 27, 1890	14, 064
Additional to old law claims	164, 997
Accrued	9, 029

Summary.

Total original invalid claims pending	287, 425
Total original widows' claims pending	152, 423
Total number claims in addition to old law claims	164, 997
Total number increase claims pending	233, 937
Total accrued pension claims pending	9, 029

Grand total of all classes of claims pending 847, 811

Statement of cases on the completed files April 30, 1892.

Eastern division	40, 591
Old War division	5, 764
Middle division	40, 536
Southern division	19, 883
Western division	43, 264

Total 149, 978

Appropriation for the investigation of pension cases for fiscal year 1892. \$215, 000. 00	
Amount expended from July 1, 1891, to March 31, 1892	148, 518. 76

Balance on hand March 31, 1892 66, 481. 24

STATEMENT OF R. C. BELT, ASSISTANT COMMISSIONER OF INDIAN AFFAIRS.

The CHAIRMAN. I see you want a chief clerk at \$2,500. Have you any one acting as chief clerk now?

Mr. BELT. The law provides that the assistant commissioner shall perform the duties of chief clerk.

The CHAIRMAN. That is your office?

Mr. BELT. Yes, sir.

The CHAIRMAN. You want now a chief clerk to perform those duties now required of the assistant commissioner?

Mr. BELT. Yes, sir.

Mr. HENDERSON. What are the reasons for that request?

Mr. BELT. The duties of the office of chief clerk, which duties the assistant commissioner must perform, consume so much of his time in the mere matter of details that he is left without any time to give to the more important business of the office to relieve the Commissioner. Take the present situation of affairs: The Commissioner of Indian Affairs is obliged to be over in New York and to be there for five or six weeks letting contracts for supplies for the next fiscal year. He is away from the office and the assistant commissioner must be the acting commissioner, and at the same time the assistant commissioner has also to perform the duties of a chief clerk: so you can imagine that in an office of that kind he has his hands full.

Mr. HENDERSON. What is the total force of the Indian Office?

Mr. BELT. About 74 on what is called the regular roll of the office. There are, in addition, 4 on the allotment roll, 3 on what is called the depredation roll, and 4 per diem clerks, and 1 draftsman, making a total of 87.

The CHAIRMAN. I also see you ask us to give you a chief of accounts division at \$1,800?

Mr. BELT. That is technical. We simply ask you to make him a chief of division, but at the same rate of pay. We have a fourth-class clerk now representing that.

Mr. HENDERSON. What do you mean by saying it is technical; is it a new office?

Mr. BELT. He is not a chief of division; he is a fourth-class clerk acting as chief, and we want him made a chief.

The CHAIRMAN. I see the same thing in regard to a chief of education; is that the same?

Mr. BELT. Yes, sir.

Mr. HENDERSON. When you cut five clerks of class four down to three of class three that provides for this request?

Mr. BELT. Yes, sir.

Mr. DOCKERY. That only accounts for two chiefs?

Mr. BELT. Yes, sir; there is one we are asking for, and that is for an assistant to the financial division, a man who has the brunt of the work in the Indian Office really upon his shoulders, and as he must go to New York with the Commissioner we need somebody in his place.

Mr. HENDERSON. Then all the force you want is one additional chief?

Mr. BELT. One additional fourth-class clerk.

Mr. HENDERSON. And a chief clerk?

Mr. BELT. And a chief clerk.

Mr. HENDERSON. Just two?

Mr. BELT. Yes, sir.

Mr. DOCKERY. Are you up with the current work of the office?

Mr. BELT. No, sir; we are not up with the current work.

Mr. DOCKERY. How far are you behind?

Mr. BELT. Taking it as a rule, I should say it would have to be divided into divisions. We are divided into finances, accounts, land, education, depredation, files, and miscellaneous. Taking the finance division first, I will say we are about a month behind there at this time.

Mr. DOCKERY. How far were you behind twelve months ago in that division?

Mr. BELT. We were about the same distance behind.

Mr. DOCKERY. How far were you behind two years ago in that division?

Mr. BELT. Two years ago I suppose we would be about two months.

Mr. DOCKERY. Then you have made some progress?

Mr. BELT. Yes, sir; you gave us some additional force.

Mr. DOCKERY. Take the next division?

Mr. BELT. In the land division we are about five or six months behind.

Mr. DOCKERY. How far were you behind twelve months and two years ago?

Mr. BELT. We have made some progress.

The CHAIRMAN. What is the land division?

Mr. BELT. They have charge of all matters affecting the lands occupied by Indians.

Mr. HENDERSON. Reservations?

Mr. BELT. Reservations, allotments, surveys, and all questions of disputes of intruders who go upon the reservations, etc.

Mr. DOCKERY. Take the next division.

Mr. BELT. In the accounts division we are a little farther behind just now than we were last year at this time.

Mr. DOCKERY. How about two years ago?

Mr. BELT. I think we are still farther than we were two years ago.

Mr. DOCKERY. What is the reason?

Mr. BELT. The multiplication of disbursing officers; every disbursing officer adds to the number of accounts to be examined.

Mr. DOCKERY. What is the occasion of the increase in the number of disbursing officers?

Mr. BELT. It is the appointment of allotment agents to make allotments and the appointment of agents to deal with Indians for cession of lands, and appointment of superintendents of Indian schools.

Mr. DOCKERY. Does the allotment recently made of the Cheyenne and Arapaho Reservation involve an increase of work in your office?

Mr. BELT. Yes, sir.

Mr. DOCKERY. And the allotments of Indian lands serve to increase the volume of the work of this division of your office?

Mr. BELT. Not so much in this as in the land division. Some increase in this, but it is very materially in the land division.

Mr. DOCKERY. I understood you to say that this increase was accounted for by the fact that there was an increase in the number of disbursing officers?

Mr. BELT. The multiplication of disbursing officers, of course, materially increases

the work of the accounts division, because they have to explain the amount of money expended, etc.

Mr. DOCKERY. How are these disbursing officers provided for; where are they carried in this bill?

Mr. BELT. They are carried in the Indian appropriation bill; they are all carried in that bill.

Mr. DOCKERY. Take the next division.

Mr. BELT. The education division is, I think, a little better off in its condition than we have been heretofore, although the increase of the number of Indian schools and buildings and the increase of the number of Indian children in schools makes the work of that division very heavy, but we have increased the force of that division by a detail so as to bring the work up very close to date.

Mr. DOCKERY. Then to sum up the whole work of your office you have not dropped behind as compared with twelve months ago?

Mr. BELT. As a rule we have not compared with the volume of it. The volume of work has increased very largely. Our correspondence has increased as the work has increased. In 1888 we received 31,900 communications; in 1889 we received 37,445 communications; in 1890 we received 40,666 communications; in 1891 we received 46,187 communications. Now, in regard to letters sent, in 1888 we sent 19,095; in 1889, 23,952; in 1890, 29,499; in 1891, 31,356.

Mr. DOCKERY. You do not respond to all letters?

Mr. BELT. No, sir; a great many we can answer three or four in one letter.

Mr. HENDERSON. Do you speak of reports from agents as letters?

Mr. BELT. Yes, sir; those are communications received.

Mr. HENDERSON. There are a great many communications which you receive which you do not expect to answer?

Mr. BELT. Not a great many, but a great many are matters which come into the files and stay there, etc., which come there to stay, but the mass of the correspondence is correspondence that must be answered.

The CHAIRMAN. I see you have two stenographers?

Mr. BELT. Yes, sir...

The CHAIRMAN. Do you keep them busy?

Mr. BELT. One of them acts as chief of the miscellaneous division. It is a division that is right around the Commissioner. He has charge of the Indian traderships, which the law places directly under the hands of the Commissioner, and the other one he keeps right at his hands to dictate to. The other stenographer is dictated to when the other is busy.

The CHAIRMAN. We gave you \$2,500 to copy contracts, reports, etc.; have you spent that money?

Mr. BELT. We have spent within \$150 or \$160 of it.

The CHAIRMAN. Do you need that force this year for the same purpose?

Mr. BELT. Yes, sir; and if we do not have it we will be badly crippled, because our correspondence and business is growing. It looks a little remarkable to see the Indian work growing, but if you gentlemen would understand that as you make the Indians citizens and educate them they become correspondents of the office, whereas heretofore they have been dealt with as tribes and as a band, and now we are beginning to deal with them as individuals, and as individuals they are making applications in regard to their rights, wants, etc. The chief clerk tells me I had better say something, if you gentlemen wish me, about the necessity for a little more space for our office. We want \$500 for the purpose, but that does not come in right here.

The CHAIRMAN. They do not ask for it in this.

Mr. BELT. It comes in under the Secretary's office.

The CHAIRMAN. Well, tell us about that.

Mr. BELT. The situation is about this. You gentlemen do not know because you do not come to our office, but we are up on the seventh and eighth floors of the Atlantic Building, and in the case a fire occurred we are all gone as far as our records are concerned, and nothing can be saved, and they would have to be destroyed. We are put up on the seventh and eighth floors of that building, and we have all of the eighth floor, and all of the seventh floor except two rooms, which are occupied by an attorney, and because we could not get those two rooms they gave us three small rooms below. The building is very much cut up and the rooms are very small. Except two of them, they are all small rooms, and one of this size would make three of most of them. In that way, of course, we can not very well adjust our force and get our files and records in shape. I have a demand on my desk now from the file room for more space, and I have not the place to give them except the halls, and it would not be safe to do that. We have not got space to put in the files.

Mr. HENDERSON. On page 116 you will find an estimate for the Indian Office for rent. It was \$6,000 last year, and now you want \$7,500.

Mr. DOCKERY. When did you go into that building?

Mr. BELT. Just at the close of the last administration.
 Mr. DOCKERY. Is it let under a 1-year lease?
 Mr. BELT. Yes, sir; a year at a time.
 Mr. HENDERSON. What is this increase of \$1,500 for, more room?
 Mr. BELT. More room.
 Mr. HENDERSON. In the same building?
 Mr. BELT. We are occupying three rooms for which we are not paying any rent. They simply allow us to have the rooms because we have not the space.
 Mr. HENDERSON. How many rooms have you now which you are occupying and paying rent for, leaving out the three you are getting free?
 Mr. BELT. I could not convey any idea to you by the number of rooms for the simple reason that some of the rooms there would not be as large as this. I can't give them to you.
 The CHAIRMAN. You say you are on the seventh and eighth floors?
 Mr. BELT. Yes, sir; they are very small rooms.
 The CHAIRMAN. Do you know how many square feet you occupy?
 Mr. BELT. I do not at present recollect the number of square feet we have there.
 The CHAIRMAN. Do you want more room than you are now occupying?
 Mr. BELT. Yes, sir; indeed we do.
 The CHAIRMAN. How much more?
 Mr. BELT. We ought to have at least three good rooms. Two rooms like this would meet our present wants, but we have not got them in the building. We will have to take smaller rooms because the rooms are much smaller.
 The CHAIRMAN. Will they charge you \$1,500 for two more rooms?
 Mr. BELT. We only want \$500.
 Mr. DOCKERY. Do you mean to say they want \$750 for a room like this?
 Mr. BELT. Oh, no; not for a room like this. They get \$20 a month for a room half as large as this?
 Mr. DOCKERY. I understand you want two rooms about the size of this?
 Mr. BELT. Two rooms as large as this would meet our present wants, and \$500 is all we ask.
 Mr. DOCKERY. And you estimate \$1,500 increase?
 Mr. BELT. We only ask for \$500, as I understand it.
 Mr. HENDERSON. What rental are you paying now?
 Mr. BELT. Six thousand dollars, I believe.
 Mr. HENDERSON. Did you make the contract yourself?
 Mr. BELT. No, sir; I am talking about the matter, but this really belongs to the chief clerk.
 Mr. HENDERSON. Then I would suggest we call the chief clerk. You may tell us about the condition of the rooms; are they crowded?
 Mr. BELT. Yes, sir; the largest room we have in the building is a room that would be I should say 45 by 37 feet and we have in that 19 people just as thick as the desks can stand on the floor, and you can not much more than move around.
 Mr. HENDERSON. Are the clerks' health injured by the present condition?
 Mr. BELT. We are so high up that I do not know that their health is injured.
 Mr. HENDERSON. It is simply a matter of convenience in discharging your work?
 Mr. BELT. That is what we are after. We have no place where we have a single spare room even to put the refuse, waste paper, etc., and we have to put it out in the halls, and it is not sightly. We have no place at all.
 The CHAIRMAN. When did you get those three rooms below?
 Mr. BELT. Last year, when you gave us an increase of appropriation, we arranged our force and we found we had to have rooms for the drafting people, and we didn't have any place and the people came forward and said "We will have to let you occupy those rooms," and the Commissioner assented to it, and so we use three small rooms on the sixth floor.
 The CHAIRMAN. And that is what you want the \$500 for.
 Mr. BELT. They will expect to be paid out of this \$500 for the use of those rooms, and I suppose the chief clerk and the secretary will adjust the amount so as to try to give us at least more space.

STATEMENT OF E. G. A. DAWSON, CHIEF CLERK, INTERIOR DEPARTMENT.

Mr. DAWSON. We have asked for an increase in the clerkships here of several grades from the fourth class down, to provide for persons who are now detailed from the Bureau. We have only about 68 or 70 clerks, I think, in the Secretary's office proper on his roll, and we have a detail from different bureaus of 26 clerks of different grades, and this increase here in the different grades of clerkships is to provide for those detailed clerks.

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The CHAIRMAN. How long have you had those detailed?

Mr. DAWSON. I know of a man who has been there ever since the census of 1870.

The CHAIRMAN. Why can not you keep on with them?

Mr. DAWSON. They object to it.

The CHAIRMAN. Where are they from largely?

Mr. DAWSON. From the Pension Office rolls, most of those are from the pension rolls. We have now a system of examination for promotion, and a man's promotion depends upon his efficiency in the bureau to which he is attached, and those clerks complain that they do not have a show for advancement in that respect. It is very difficult to keep them, and it is not fair either to the bureaus that require those clerks.

Mr. DOCKERY. You say they are principally from the Pension Office force?

Mr. DAWSON. Yes, sir; most of them.

The CHAIRMAN. How many clerks have you in the Interior Department?

Mr. DAWSON. I think about 60 altogether.

Mr. HENDERSON. The chairman means in the whole Department.

Mr. DAWSON. About 7,000 employes altogether in Washington.

The CHAIRMAN. The Secretary has the right under the law to detail any one of those from any one of the bureaus?

Mr. DAWSON. There is no special statute provided, I think.

The CHAIRMAN. Yes, there is.

Mr. DAWSON. Oh yes, sir; perhaps you are right.

The CHAIRMAN. That is what you have been doing now?

Mr. DAWSON. Yes, sir.

Mr. DOCKERY. That is what you mean by this increase?

Mr. DAWSON. It is to provide for some of those detailed clerks.

Mr. DOCKERY. There is no estimate for a decrease in the bureaus from which they come?

Mr. DAWSON. In our estimate we suggested it was not fair that these clerks should be charged to the bureaus and doing work in our office. There might have been a suggestion made to the committee that if they came, they might take off a corresponding number from the bureaus.

Mr. DOCKERY. You have adopted a system of marking by which these detailed clerks are worsted in the matter of promotion, but if assigned to duty with you permanently, there ought to be a corresponding decrease in the bureaus from whence they came, and I suggest, therefore, that if Secretary Noble desires to do this the fact should be set forth in a communication to the committee.

Mr. HENDERSON. Let me see if I understand, Mr. Dawson. Do you mean that where you have recommended 9 clerks in class 4, 10 clerks of class 3, 10 clerks of class 2, 21 clerks of class 1, and so on, that these recommendations are to be given to clerks transferred from the Pension Office to the Interior building proper?

Mr. DAWSON. From the Pension Office and Land Office principally. We have 21 from the Pension Office and 5 from the Land Office. We had several from the Census Office while that was in full blast.

Mr. HENDERSON. If we give you just what you ask for, it would be equivalent to increasing to that extent the force of the Department?

Mr. DAWSON. Unless you take it from the Pension Office and the Land Office.

Mr. HENDERSON. Unless we cut down somewhere else.

Mr. DOCKERY. I do not desire to do these clerks any injustice. This system is operating you say to the detriment of the 21 Pension Office clerks.

Mr. DAWSON. Yes, sir.

Mr. DOCKERY. If the Secretary of the Interior should send a letter requesting that they should be provided for, as you suggest, and be stricken from the other roll; as it appears to me now, I would be willing to do that.

Mr. DAWSON. The trouble is they need that force just as badly in the bureaus.

Mr. HENDERSON. You take them away from other bureaus?

Mr. DAWSON. We have been obliged to do it; we could not get along with the force in the Secretary's office.

Mr. HENDERSON. If you think this a matter worth going into, I suggest that you confer with the Secretary, and have him address a letter urging the recommendation, so as it could be added here and cut in the Pension Office and the Land Office.

The CHAIRMAN. Exactly where they are taken from.

Mr. HENDERSON. If you think it is not worth while, you had better let it alone.

The CHAIRMAN. Now, I want to call your attention to the contingent expenses of the Bureau.

Mr. DAWSON. Pardon me. There are one or two items further along. We have asked for an increase for our telephone operator. She gets \$600 a year, and she is constantly employed, as we have about 40 telephones in the Department. She is down in the basement.

Mr. DOCKERY. How long has she received that pay?

Mr. DAWSON. Ever since we have had telephones. That is about the only increase in salary we have asked for. We have asked for a skilled mechanic additional, at \$900. He is asked for to do our electric repairing for electric lights and wires, and look after the electric lights.

The CHAIRMAN. Have you any person attending to that?

Mr. DAWSON. We have a laborer, but it is very difficult to get a laboring man at a laborer price. He can do better outside, and he saves the cost of the salary many times over. You will find the appendix where the statement is given.

Mr. DOCKERY. Turn to page 102. Have you explained that item of per diem in lieu of subsistence for two special land inspectors?

Mr. DAWSON. It is only a change in one word.

Mr. DOCKERY. Do you know the expenditure of last year?

Mr. DAWSON. I do not.

Mr. DOCKERY. Will you send to the committee a statement of the actual expenditure?

Mr. DAWSON. Yes, sir. I want to say a word about the three folders which we have asked for. That is in the appendix if you look it up. The reason for these is given in the appendix as well as I could give it. We will get a large number of census reports coming upon us within the next fiscal year and we cannot handle them with the present force of folders and get them out. It is a temporary increase for this emergency.

Mr. DOCKERY. Will not the Census Office attend to that?

Mr. DAWSON. No, sir.

Mr. HENDERSON. I see you estimate for one engineer for electric light plant?

Mr. DAWSON. Yes, sir; we have never had an engineer since the plant was put in and we have been obliged to detail a fireman, and to leave our plant all night in charge of a fireman who is not an expert engineer is hardly wise, and there is a great deal of risk to the expensive machinery in leaving it in his charge.

Mr. DOCKERY. How long has he been discharging this duty?

Mr. DAWSON. Ever since we have had the plant.

Mr. DOCKERY. How long has it been since you had the plant?

Mr. DAWSON. About five or six years.

Mr. DOCKERY. Have you had any trouble heretofore?

Mr. DAWSON. No, sir. We have asked for three watchmen to watch the Land Office building outside of the Department. At the present time it is left entirely without a watchman.

Mr. DOCKERY. What do you want that watchman for?

Mr. DAWSON. In case of fire or destruction of anything of the kind. It is not safe to leave official documents without some supervision.

Mr. DOCKERY. Have you any watchmen now?

Mr. DAWSON. No watchmen at all.

Mr. DOCKERY. Who closes up the building at night?

Mr. DAWSON. I suppose the laborer of the Land Office takes care of it.

The CHAIRMAN. Turn to page 115. We gave you \$25,000 for contingent expenses. Did you expend all the contingent expenses for 1891 when you had \$75,000?

Mr. DAWSON. Yes, sir, every dollar of it, and we ought to have had more. Our furniture, especially carpets—a great many of the floors are entirely without cover. You notice we used to have \$120,000 for contingent expenses up to the year 1890, when we were cut down to \$75,000.

The CHAIRMAN. What about your stationery?

Mr. DAWSON. It is the same way. We have spent every dollar and we will have to get a deficiency.

The CHAIRMAN. This year?

Mr. DAWSON. Yes, sir. We have asked for it and hope to get it.

Mr. DOCKERY. What is the new item, "for new books and books to complete broken sets, \$500?"

Mr. DAWSON. That is for the Department library.

Mr. DOCKERY. Did you expend all of that last year?

Mr. DAWSON. Yes, sir.

Mr. DOCKERY. The next item is for postage stamps?

Mr. DAWSON. That is foreign postage.

Mr. DOCKERY. Did you expend all of that?

Mr. DAWSON. I am not sure about that.

Mr. DOCKERY. I wish you would include that in your letter to the committee, and give us an accurate statement of the amount expended on account of this general fund for the last fiscal year.

Mr. DAWSON. Yes, sir.

The CHAIRMAN. What about the rent of buildings?

Mr. DAWSON. The Indian Office asks for \$7,500, which Mr. Belt has explained the

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necessity for. We have asked for \$16,000 here for the Land Office. That will not be sufficient to provide for all of the Land Office outside of the building.

Mr. COGSWELL. The Patent Office people say whenever you make any room outside for the Land Office they immediately spread out into those rooms and they do not get any.

Mr. DAWSON. That is not exactly so. We gave the Patent Office seven rooms in the Land Office last fall.

Mr. DOCKERY. I move that this whole paragraph be referred to Gen. Forney and Gov. Dingley with the request that they examine this question closely in connection with the other matters of rent.

Mr. HENDERSON. I second that motion.

STATEMENT OF F. J. STOCKS, CHIEF CLERK, TREASURY DEPARTMENT.

The CHAIRMAN. On the subject of stationery you were allowed last year, I think' \$8,000 for the Treasury Department. Have you spent all that money?

Mr. STOCKS. It will be by the end of this fiscal year, that is, within, say, \$50 or \$100. That has been the allowance for a number of years, and while it is very small allowance we have kept within the limit. I think there has not been a deficiency asked for a number of years on account of that appropriation.

The CHAIRMAN. What do you fix the next item of postage at \$200 for?

Mr. STOCKS. That is for foreign mail, probably.

The CHAIRMAN. This is the item right above the postage item; there you have \$1,500 for postage?

Mr. STOCKS. This item for \$200 is for semiofficial business. For instance, some friend of the Secretary or Assistant Secretary or some other one of the bureau officers writes for information in regard to pension claims or some other matter connected with the Government. A great many American people do not know just where to inquire for information, and these letters have to be answered.

The CHAIRMAN. Have not you the right to frank?

Mr. STOCKS. Well, as I say, it is a character of mail which probably would not come directly under the franking privilege, and at the same time it should not come out of the pocket of the official who has to answer these letters.

Mr. HENDERSON. What is the other item of postage for, of \$1,500?

The CHAIRMAN. He says that is for foreign postage. Did you use that up last year?

Mr. STOCKS. I do not remember the exact balance that was left. I do not think this little statement includes that.

Mr. HENDERSON. What do you mean by "postal union countries?"

Mr. STOCKS. Those countries with whom we have an agreement as to the rates of postage, as, for instance, Canada, Mexico, etc.

Mr. HENDERSON. It is simply postage for foreign countries?

Mr. STOCKS. It is exactly that.

The CHAIRMAN. Now, we gave you last year \$2,500 for newspapers, law books, city directories, etc.?

Mr. STOCKS. Yes, sir.

The CHAIRMAN. Have you spent all of that?

Mr. STOCKS. Do you mean now; this year?

The CHAIRMAN. Last year, did you spend it all? You had that much last year.

Mr. STOCKS. There is a small balance left, I think, \$7.27.

Mr. DOCKERY. That was used for newspapers, law books, city directories, etc. What need has the Department for city directories?

Mr. STOCKS. For instance, take the Treasurer's office, back allowances and currency division. In the payment of interest on bonds it is very necessary that the addresses of the bondholders should be known in the Treasury Department, and that is quite a large item, as we have to have directories of the leading cities of the United States, and these books cost from \$5 to \$7. Now, the newspapers are for the information of the Secretary and are in the main newspapers on financial matters—leading newspapers on financial matters and magazines on financial matters.

Mr. HENDERSON. I suppose he keeps his eye on the market quotations to some extent?

Mr. STOCKS. Certainly; I suppose very largely so.

Mr. DOCKERY. How much has been expended for newspapers?

Mr. STOCKS. I think it is upward of \$200 for newspapers and financial magazines. There is no separate item made of that and that goes into the general appropriations; but I say \$200 as an approximate guess.

The CHAIRMAN. I see for an investigation of accounts and records you require \$700. What kind of investigations do you make?

Mr. STOCKS. This is for an investigation of accounts and records outside of the

District of Columbia. For instance, in the matter of furniture, fuel, lights, and water for public buildings, if a custodian gets into trouble with his accounts and wants the accounts straightened out, it would come under that head.

Mr. HENDERSON. Mostly within the District of Columbia?

Mr. STOCKS. No, sir; outside of the District of Columbia entirely.

The CHAIRMAN. Have you been expending \$3,500 for freight, expressage, telegraph and telephone service?

Mr. STOCKS. Well, in regard to that, I will say that the telegraphic bills have not been paid for several years for reasons which you gentlemen are acquainted with; that is, that the rate is still a question of dispute. The Government had fixed a certain rate and the telegraph companies decline to accept the rate, so that those bills I think for the last two years have not been settled, so we have not expended the total amount of the appropriation, but it is probable when the bills are paid they will nearly, if not more than exceed the amount.

The CHAIRMAN. Do they keep on telegraphing for you?

Mr. STOCKS. Yes, sir; they do it here, but I am informed in cities around the country they frequently decline to send them at those rates unless they are prepaid; generally speaking, they send them.

The CHAIRMAN. What buildings are you renting covered by your estimate of \$3,970?

Mr. THORNE. We rent a building for the Bureau of Statistics called the Adams building, at a rental of \$3,070, and we rent the Treasury stables, for which we pay \$650. The Marine Hospital has been occupying the Butler building since last spring.

Mr. HENDERSON. How much for the Marine Hospital?

Mr. STOCKS. We are not renting a building; they are now using the Butler building. The Adams building is occupied by the Bureau of Statistics.

Mr. HENDERSON. How much do you pay there?

Mr. STOCKS. Three thousand and seventy dollars, which is used by the Bureau of Statistics, and \$650 for the Department stables.

The CHAIRMAN. How many horses have you?

Mr. STOCKS. There are eleven.

The CHAIRMAN. Now the items for horses, wagons, mail service, etc.?

Mr. STOCKS. That has run from \$3,000 up to \$3,900; I think last year it was \$3,900, every dollar expended.

The CHAIRMAN. Was there a deficiency?

Mr. STOCKS. No, sir; there was no deficiency. There will not be any deficiency in the contingent appropriation, for the reason that when we do not have the money we do not buy. Three thousand seven hundred and sixty dollars and sixty-nine cents was expended last year for the appropriations for horses; that is, 1890.

The CHAIRMAN. That is 1890 which you gave?

Mr. STOCKS. Yes, sir; and it was \$3,766.68 for 1891. It is all in this little report transmitted from the Secretary.

Mr. DOCKERY. For the fiscal year 1891?

Mr. STOCKS. Yes, sir.

The CHAIRMAN. Have you got the expenditure for the purchase of coal and all that?

Mr. STOCKS. Yes, sir; you will find it all in this little report.

Thereupon the committee adjourned to meet at 10:30 a. m. Wednesday, May 4, 1892.

WEDNESDAY, MAY 4, 1892.

STATEMENT OF JOHN R. SOLEY, ASSISTANT SECRETARY OF THE NAVY.

Mr. SOLEY. Is there anything you want to ask me about particularly?

The CHAIRMAN. Yes, sir; we want to know the number of persons in your Department that are paid from appropriations for the new Navy.

Mr. SOLEY. There are about 70. There is just about that number; there may be 71 or 69, but in round numbers I should say it was about 70.

The CHAIRMAN. To what class of men are you paying?

Mr. SOLEY. They are principally draftsmen, and they are also copyists. The law directs that there shall be employed and paid out of the appropriation for the increase of the navy such expert assistants, draftsmen—I have not got the text of the law here—copyists, etc. They are draftsmen and copyists employed in the technical bureaus and expert assistants.

The CHAIRMAN. What do you give those draftsmen, how much?

Mr. SOLEY. Well, their rate of pay varies, and I can not tell you exactly what the figure is.

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The CHAIRMAN. How do you get those men, do you select these, or are the draftsmen secured through the civil service?

Mr. SOLEY. No, they are not in the civil service at all. Here is the law.

The CHAIRMAN. Just read that.

Mr. SOLEY. This is March the 3d, 1887, "Provided, That the Secretary of the Navy may employ and pay out of appropriations for new ships such civilian experts, ids, additional draftsmen, writers, copyists, and model makers on the designs therefor as may be necessary."

The CHAIRMAN. Of course that does not come under civil service?

Mr. SOLEY. They do not come under civil service. They are regarded as temporary employes, and they are employed on work on the new ships.

The CHAIRMAN. You do not know the salaries they are paid?

Mr. SOLEY. The salaries vary according to their service. The lower class of writers run along from \$600 to \$900 a year.

The CHAIRMAN. That is what is called copyists here?

Mr. SOLEY. They are both mentioned there in the act, writers and copyists, but they are practically the same thing, of course, except this, that a copyist may be a copyist draftsman. A good many of the copyists are engaged in copying drawings. They put over the drawings tracing cloth and copy the plan on the tracing cloth.

Mr. HENDERSON. They are really expert copyists?

Mr. SOLEY. They must be draftsmen in order to do that work.

Mr. DOCKERY. Where is the stenographer employed who was authorized at the second session of last Congress?

Mr. SOLEY. He is employed in my office.

Mr. DOCKERY. In the office of the Secretary?

Mr. SOLEY. Yes, sir; we call it all one thing. The office of the Secretary and Assistant Secretary are all together.

Mr. DOCKERY. How many stenographers have you?

Mr. SOLEY. The Secretary and I together have three.

Mr. DOCKERY. Do you need that many?

Mr. SOLEY. Oh, yes.

Mr. DOCKERY. There was a clerk to the Secretary provided in the last session for the first time?

Mr. SOLEY. Well, I am not sure about that. You know my employment at the Department does not go back very far, but I think he was there the year before; I think it was in the bill for the year before.

Mr. DOCKERY. I mean in the first session of the last Congress.

Mr. SOLEY. I think he was in the first session of the last Congress.

Mr. DOCKERY. Does he seem to be necessary for the proper discharge of the duties of the office?

Mr. SOLEY. Yes, sir; he is the Secretary's right-hand man.

Mr. DOCKERY. Who performed that duty before he was authorized at the first session of the last Congress?

Mr. SOLEY. That was before I came in, and he was one of the clerks, you know.

The CHAIRMAN. We will be glad to have you furnish a statement of the number of men there and what salaries you are giving them.

Mr. SOLEY. You mean of the whole Navy Department?

The CHAIRMAN. No, sir; of the seventy men referred to awhile ago.

Mr. SOLEY. Oh, yes; I can do that perfectly well.

Mr. HENDERSON. I see in the Bureau of Navigation there is one copyist asked for in that office; what is the necessity for that?

Mr. SOLEY. The explanation of that is contained in a note in the book of estimates, that the omission of that copyist was a mistake.

The CHAIRMAN. What page is that?

Mr. SOLEY. Page 48, Book of Estimates.

The CHAIRMAN. I mean in the bill.

Mr. SOLEY. On the bill it is at the bottom of page 90 (reading), "This copyist was allowed to the Bureau by the appropriation act approved July 11, 1890, for the fiscal year ending June 30, 1891, and was also authorized by both Houses of Congress at the last session, but the words 'one copyist' were accidentally omitted when the bill was engrossed." Now, the curious part of that is, and proof of it is, that the total amount appropriated allows for a copyist, but the words "one copyist," which were in the bill when it passed the House and as it passed the Senate and was printed, were omitted by an error of the engrossing clerk, and consequently, though the amount provided was sufficient to pay for the copyist, there was no authority in law for the employment of that copyist, and it was clearly a clerical mistake.

The CHAIRMAN. Now, you estimate in the office of Naval Intelligence for one clerk of class 2 at \$1,400. What was the necessity for that?

Mr. SOLEY. Well, at present the clerk in that office of Naval Intelligence is detailed from another office, and they want their clerk back.

Mr. HENDERSON. What is that office?

Mr. SOLEY. He is detailed from the Bureau of Navigation.

Mr. HENDERSON. Do they need him back?

Mr. SOLEY. They need him back badly, and a clerk in the office of Naval Intelligence is absolutely indispensable. That is an office on which the Naval Office relies for all its information as to what is going on anywhere, and which has only that one clerk.

Mr. DOCKERY. How long has that employé been detailed there?

Mr. SOLEY. He has been detailed there—well, for several years past; before I was Assistant Secretary.

Mr. DOCKERY. You have authority under the blanket clause to make employment of additional clerks for the construction of the new Navy?

Mr. SOLEY. Yes.

Mr. HENDERSON. I see an item here "for beginning the publication of the Official Record of the War of the Rebellion, both of the Union and Confederate navies, \$1,500;" is that provided for by law?

Mr. SOLEY. The preparation of the records for publication is provided for by law.

Mr. HENDERSON. Do you remember by what act it was authorized?

Mr. SOLEY. It has been appropriated for in the series of acts, in all the appropriation acts since 1883 or 1884, I think in 1883, and it has been appropriated for right along in the preparation of them for publication.

The CHAIRMAN. This is really to commence the publication?

Mr. SOLEY. Yes; it is to begin the publication, and they are now ready to begin the printing.

Mr. HENDERSON. Is this for printing?

Mr. SOLEY. For printing, pure and simple.

Mr. HENDERSON. And the work is ready to commence printing?

Mr. SOLEY. It is ready to begin to-day.

Mr. DOCKERY. How much printing do you contemplate under this appropriation of \$1,500?

Mr. SOLEY. We should hope to begin the printing of the first volume.

Mr. DOCKERY. Is that all you have prepared?

Mr. SOLEY. No; we have more than that prepared, but we do not want to hurry the business of printing, because we want to get out one volume to see how it works, and then start on the next.

Mr. DOCKERY. How many volumes are there in the series?

Mr. SOLEY. I suppose there will be in the series something like a dozen or fifteen volumes.

Mr. DOCKERY. How many pages in this first volume?

Mr. SOLEY. That I can not tell you in detail.

Mr. DOCKERY. Did you make this estimate yourself?

Mr. SOLEY. The estimate is made by the office of the Naval Records of the Rebellion, but it went through my hands.

Mr. DOCKERY. Is this an accurate estimate providing simply for the cost of printing one volume?

Mr. SOLEY. I think that is a reasonable estimate for printing one volume.

Mr. DINGLEY. How many copies will be covered by that appropriation?

Mr. SOLEY. The idea about this volume is, I think it ought to be stereotyped, in order we may not fall into the same trouble that the War Department fell into, where the first two volumes were completely exhausted and they had to print the whole business all over again. Therefore I should not care so much about the number of copies as about the composition.

Mr. DINGLEY. Does this estimate cover the cost of stereotyping?

Mr. SOLEY. Yes.

Mr. DINGLEY. Not the printing of any number of volumes?

Mr. SOLEY. Not the printing of any considerable number of volumes.

Mr. DINGLEY. But only a few copies?

Mr. SOLEY. Yes, sir.

Mr. DOCKERY. Does the law provide how this volume shall be printed and distributed?

Mr. SOLEY. No.

Mr. DOCKERY. Would you not think it important to have some sort of a statutory provision with regard to the number of volumes?

Mr. DINGLEY. There will not be many copies to distribute under such an appropriation as that.

Mr. DOCKERY (continuing). The estimate calls for beginning the publication of the official record, whereas in regard to the war records it provides, "for the distribution of the official records of the rebellion relating to the Union and Confederate armies."

Mr. SOLEY. That is a very full statute.

Mr. DOCKERY. It occurs to me you ought to have some statute fixing the number to be printed and how they are to be distributed before we undertake to do anything in this direction. I should think it would not be desired by Congress to stereotype those plates and have no distribution of the volumes.

Mr. SOLEY. I think it would be very desirable indeed.

Mr. DOCKERY. Have you made any suggestion in that direction to the naval committee?

Mr. SOLEY. No.

Mr. DOCKERY. Do you contemplate any such recommendation?

Mr. SOLEY. On the strength of your suggestion, I will do it immediately.

Mr. DOCKERY. A resolution would have to come from the naval committee under our rules. If this is to be printed, and it seems to me that it should be, there ought to be some statute fixing the number of volumes.

The CHAIRMAN. I would suggest it would have to come from the Committee on Printing.

Mr. DOCKERY. You are right.

Mr. SOLEY. That would be simpler still.

The CHAIRMAN. What I understand the Secretary to want is to get out a few volumes and have this stereotyped, so that Congress can hereafter order as many as it pleases; and Congress would have a better idea of how many it would order by reading the book.

Mr. SOLEY. I think that is the case. (To the chairman,) You know all about the publication; that is to say, I have talked with you all about the work, and you know what its value is to both sides.

Mr. HENDERSON. Under the Judge-Advocate-General's office I see some recommendations there. I notice a chief clerk at \$1,800 is asked for. Has he any chief clerk now?

Mr. SOLEY. He has a chief clerk who is not called a chief clerk; it is a mere difference in title.

Mr. HENDERSON. He drops one clerk of class 4 and makes him the chief clerk?

Mr. SOLEY. At the same rate of pay.

Mr. HENDERSON. Then he increases from one clerk to two clerks of class 3, which leaves a net increase of one clerk. Can you throw any light on that, or should Col. Remey be brought down here?

Mr. SOLEY. Col. Remey is away sick at this time, but what is submitted there is really to make the clerk of class 4 chief clerk, which all the other bureaus have and he has not, and he has submitted an estimate for an additional clerk of class 3. Now, the office of the Judge-Advocate-General is very much overburdened with work, and I think he needs an extra clerk. I would say here, in reference to our work, as far as the Navy Department, that it has a small clerical force as compared with the other Departments. You will see at a glance, if you compare it with the War Department, that it has about one-third of the force, taking it office for office. The Secretary's office alone of the Navy Department is run by 29 clerks, and the Secretary's office of the War Department is run by 78.

Mr. DOCKERY. Now, Mr. Secretary, we desire to know the amount actually expended for the fiscal years 1890 and 1891 under all these clauses relating to the Navy where there is no fixed force. Of course where there are salaries it is a matter of computation. You can send the statement to the chairman of the committee?

Mr. SOLEY. Yes, sir.

Mr. DOCKERY. I note that the Bureau of Ordnance asks for an increase of a clerk of class 2.

Mr. SOLEY. In reference to that, the Bureau of Ordnance is one of the most active bureaus of the Navy Department, and makes many guns and does an immense deal of work. The statement here is the statement of Commander Folger. "To properly dispose of the increased volume of work passing through the Bureau and keep accurate records such as the interest of the service demands, an increase of the clerical force is urgently needed, and one additional second-class clerk is asked for."

Mr. DOCKERY. Do you know anything about this office?

Mr. SOLEY. I do not know anything further than that?

Mr. DOCKERY. That we have before us. Do you know anything about the personnel of the force?

Mr. SOLEY. Yes.

Mr. DOCKERY. Can you tell me how far behind that Bureau is with its work?

Mr. SOLEY. I should say—no, I can not tell you how far behind it is with its work. I could not tell you any such details as that.

The CHAIRMAN. Can not you draw from the new Navy fund to fix up all deficiencies there?

Mr. SOLEY. This is general work done by the Bureau of Ordnance.

The CHAIRMAN. But you could draw from it?

Mr. SOLEY. We could, I presume, by straining a point.

Mr. HENDERSON. That would technically come under the law.

Mr. SOLEY. Oh, yes, sir; I think so, but our object and desire is to keep down the number of employés under that fund, if possible.

Mr. DOCKERY. Do you say in connection with the new Navy that you have the authority to employ under the general clause?

Mr. SOLEY. We could.

Mr. DOCKERY. Does that statement apply to the Bureau of Provisions and Clothing?

Mr. SOLEY. Yes, sir; that would apply to the Bureau of Provisions and Clothing also.

Mr. HENDERSON. What is the need of that increase in your Bureau?

Mr. SOLEY. Well, it is a similar necessity to what it is in the Bureau of Ordnance; it has an immense amount of work.

Mr. DOCKERY. Are you able to state to the committee of your own knowledge the status of the work of that Bureau.

Mr. SOLEY. Yes, sir; I know a great deal about the work of that Bureau.

Mr. DOCKERY. Is it up to date?

Mr. SOLEY. You know that the system of accounts has been transferred to a great extent to that Bureau, the system of purchases, etc., and its work has been enormously increased, and the old system of keeping accounts is undergoing a development all the time, and it is in order that the accounts of the Navy Department may be more complete and that the Bureau may be able to furnish statements which it has not been able to do up to this time that the additional force is asked for. You will understand the force employed under the increase for the Navy is a temporary force; it is a force employed to-day, and to-morrow possibly it will not be employed.

NAVY DEPARTMENT,

Washington, May 4, 1892.

SIR: The following is a list of the number, pay, and rating of all persons in the Navy Department May 1, 1892, employed by the Secretary of the Navy, in pursuance of the authority granted by the act approved March 3, 1887, and paid out of "Increase of the Navy:"

Occupation.	Compensation per diem.	No.
Draftsmen	\$6.00	2
Do	5.50	16
Do	5.00	3
Do	4.50	1
Do	4.00	2
Do	3.25	1
Do	3.00	2
Writers	4.00	2
Copyists	3.25	41
Do	3.00	1
Do	2.00	1
		72

Very respectfully,

JAMES R. SOLEY,
Assistant Secretary of the Navy.

Hon. W. H. FORNEY,
Chairman Subcommittee on Appropriations.

Mr. DOCKERY. Do you know whether this Bureau is behind with its work or not?

Mr. SOLEY. What I should say is this: That it ought to have some additional clerks in order to keep up those ledgers and its accounts with a degree of fullness that we regard as a necessity, and with the minuteness—

Mr. DOCKERY. But how far are you behind with that work?

Mr. SOLEY. I can not say we are behind with the work. We are developing all the time a system of bookkeeping in that Bureau to make it fuller and completer, and it is in order that that system may be developed so that it will be a thoroughly satisfactory system that we want this extra force.

Mr. HENDERSON. You are keeping it up as it is now running, but not keeping it up as you want to keep it?

Mr. SOLEY. You will understand in any manufacturing business you have books in a certain shape, and you are all the time improving them, and especially when you are at the beginning of a system, a tentative system, so to speak, which you want to improve and enlarge and perfect.

Mr. DOCKERY. What system of booking have you now?

Mr. SOLEY. Single and double entry.

Mr. DOCKERY. Do you contemplate inaugurating a new system?
 Mr. SOLEY. No, sir; but it is keeping a fuller set of accounts.
 Mr. DOCKERY. The system now employed is the system that has been in vogue for a great number of years?
 Mr. SOLEY. Oh, no.
 The CHAIRMAN. We want to call your attention to a matter in the new Navy bill, the Bureau of Supplies and Accounts. Now, this Bureau of Provisions and Clothing would come under this. Ought not we to change this and call it the Bureau of Supplies and Accounts?
 Mr. SOLEY. Undoubtedly that ought to be done. There is no question about it; that is an important suggestion.
 The CHAIRMAN. You ought to send a letter to the chairman of this committee recommending that.
 Mr. SOLEY. It shall be done.
 Mr. DOCKERY. Under what authority of law are you preparing for the publication of the official records of the war of the rebellion relating to the Union and the Confederate navies?
 Mr. SOLEY. Under the act of July 7, 1884, and subsequent acts, all of which repeat the same provision, and all of which make appropriation, as I stated, in this bill just the same as the bill of last year. The original act certainly provided for the preparation of the official records of the rebellion; I believe this simply gives the head, "Office naval records of the rebellion."
 Mr. DOCKERY. What has been the total expenditure on that account to date?
 Mr. SOLEY. It has been an expenditure for the clerks and copyists solely.
 Mr. DOCKERY. I desire that you state in your letter the total expenditure under these acts from the date of the first act up to and including the present fiscal year; also state exactly what work you have accomplished.
 Mr. SOLEY. All right.
 Mr. HENDERSON. Who is Chief of that Bureau?
 Mr. SOLEY. Lieut. F. M. Wise, of the Navy.
 Mr. DOCKERY. Have you anyone employed under that paragraph who represents the Confederate Navy?
 Mr. SOLEY. Yes, sir; we have a man who is a very capable man indeed. He is one of the clerks of class 4, and his name is Littlepage. He was in the navy, and he has been extraordinarily successful in getting the naval records under this \$600 appropriation for the collection of Confederate records.

STATEMENT OF R. CLOVER, COMMANDER, IN CHARGE HYDROGRAPHIC OFFICE, NAVY DEPARTMENT.

The CHAIRMAN. Now you can make any statement you wish to make in regard to your office.
 Capt. CLOVER. There are two points where there is an increase asked for.
 Mr. DOCKERY. Will you kindly state what your office does?
 Capt. CLOVER. The Hydrographic Office is established by law for two purposes; one is to furnish the Navy with the means of navigating ships, and all that pertains to hydrographic work and survey work of the ocean; and it is further provided in this act that the Hydrographic Office shall prepare and publish ship charts and nautical books for the merchant marine, which are to be sold at the cost of paper and printing. That makes a considerable outlay, and the return of selling them does not return exactly the amount of the actual cost. There are a great many of these charts that go to different persons, members of Congress, scientific institutions, and Government institutions, so that the amount that is returned is nominal. There is a great deal of wear and tear and waste of material.
 Mr. HENDERSON. Your work practically photographs our ocean boundary, danger points, change of sand bars, and everything that enables navigators to go safely on our coast?
 Capt. CLOVER. Yes, sir; we take its relation to the naval world.
 Mr. DOCKERY. It is not simply a coastwise works.
 Capt. CLOVER. It is not coastwise. In all foreign countries we publish, or seek to publish, charts of every locality, and it is ultimately the idea that the Hydrographic Office shall have completed charts of every place on the face of the world. Every naval vessel that goes out must have these charts. A vessel going on a cruise around the world carries somewhere about three thousand eight hundred charts, and every book of sailing directions. Now, these are partly published by our office as far as we have proceeded; the others we have to buy from the French, English, and some from the Japanese; but those are very little used by the ordinary navigator. The Japanese have some work now which is very good, but we are not able to utilize or understand their terms. We are large purchasers from England. At the present

two-thirds of our charts we buy from the English hydrographic office for the navigation of our vessels.

Mr. DOCKERY. In what waters?

Capt. CLOVER. All over the globe. To a person not acquainted it seems strange there are so many charts, but every little point must have a chart. We are not allowed to carry pilots and when a vessel goes into a foreign port that vessel must be taken in there by the navigator or captain and he has got to guide himself from those charts.

Mr. DOCKERY. Has not your office the charts relating to foreign ports?

Capt. CLOVER. We have them to a certain extent, and we are producing them as rapidly as we can, but it is just as time goes on a few are added and then we do not have to purchase from the English.

The CHAIRMAN. What do you purchase from the English?

Capt. CLOVER. We purchase from the English all those charts we do not publish ourselves.

The CHAIRMAN. Do you take a plate or a book which you purchase and make a plate of that and print from that?

Capt. CLOVER. I will explain that and show you how we have treated the South American coasts. The publications of the Hydrographic Office of the coast of South America are now the best charts out. They are plated and our vessels have revised the work. When the trouble came on here and when we were hustling around to fit out vessels, we had no trouble on that coast to furnish right away our plates of all charts needed. However, in the Straits of Magellan there were two charts lacking which we had not republished, and we telegraphed to our agent, or rather, B. F. Stevens, the State Department agent, to purchase those charts, and we could not get them. They came after the trouble was through, but there was a link missing. We carry on our shelves five of each of those foreign charts and you see that makes a very large expenditure. If we have these charts plated, as we propose to do, and we have done to the extent of about one-third, then as changes come on—and we have probably twenty-five or thirty reports coming in every day from every quarter of the globe—we must keep these charts corrected. We must keep the English charts all corrected by hand and that requires a good deal of labor.

I will illustrate this. One of our vessels, the *Enterprise*, over in Europe, sailed into one of these ports up in North Germany and had a chart, but they had not received a notice of a change of building a breakwater. Having no pilot she set right across and ran on this breakwater, and when the captain got into port he found a notice issued by our office telling him of this change—but he had not gotten it on account of a delay in the mail—that there was an obstruction to navigation. That is so all over the world, and this Hydrographic Office keeps every one posted, furnishes all this material, and, besides that, publishes what is called "Notice to Mariners," which is published every week, and we give every change in any hydrographic feature all over the world. This distribution is not confined to the Navy, but it is sent to all foreign consuls, so that any of our vessels there can get this information, which is to be given to anyone who desires it.

Mr. DOCKERY. I think we understand the nature of your work, but I understand also in that connection that the English Hydrographic Office is much better equipped than ours.

Capt. CLOVER. It is like our Navy; they spend thousands where we spend hundreds. The Hydrographic Office is a very economical office, as is shown by the amount of work they do.

Mr. DOCKERY. There is in fact a necessity for a more complete equipment in the English Hydrographic Office than ours?

Capt. CLOVER. No more if you consider the work of the office is an insurance on all our vessels. The English take pilots; they do not think of going without pilots. They have officers who are called navigating officers, and we are not allowed to do it. It is very trying on a naval officer to have to go into a port, and if he has not the proper data it becomes unjust. I think it is a good feature for this reason. It educates the officers to self-reliance in case of war, so he would be able to navigate and go into a port on his own responsibility, and that is the reason the Navy requires it.

The CHAIRMAN. What do you wish to call attention to particularly?

Mr. HENDERSON. I understood he wanted to call our particular attention to the changes made. I notice you have changed here, "nautical experts."

Mr. DOCKERY. Have you the bill before you?

Capt. CLOVER. Yes, sir.

Mr. DOCKERY. What is the reason for that estimate; does it involve only a change of phraseology?

Capt. CLOVER. That is only a change of phraseology; it is no increase whatever.

Mr. DOCKERY. What is the reason for it?

Capt. CLOVER. "Nautical experts;" all those that have been appointed passed civil service examinations, and they are people specially educated in this matter.

They have all been taken from graduates of the Naval Academy; there is no law requiring it, but it so happened.

Mr. DOCKERY. Have you nautical experts employed under this paragraph now?

Capt. CLOVER. Yes, sir.

Mr. DOCKERY. What are they called now?

Capt. CLOVER. Nautical experts; they might be called clerks; it is only to classify them in the civil service.

Mr. DOCKERY. You want the phraseology changed because in fact they are nautical experts, and the other designation of the paragraph did not indicate their real duties?

Capt. CLOVER. Yes, sir.

Mr. HENDERSON. Now, you drop the word "printers?"

Capt. CLOVER. If that is dropped it has been an oversight; there is no reason for it.

Mr. HENDERSON. You do not want it dropped?

Capt. CLOVER. There was no object in that.

Mr. DOCKERY. Did you recommend that?

Capt. CLOVER. I did not recommend it; it has been an oversight.

Mr. HENDERSON. Do you want it to remain in there?

Capt. CLOVER. I would like to have it just as it was in the last appropriation; there is no reason for changing it.

Mr. HENDERSON. Now, the words "and helpers;" why do you recommend that?

Capt. CLOVER. I will explain why. When this paper was written out it was sent up—I was sick in bed at the time, quite ill—and it was sent up to me and there have been some changes made in the paper and I have not asked for any change in the wording as it was last year except these nautical experts.

Mr. HENDERSON. Then you do not want the words "and helpers?"

Capt. CLOVER. No, sir.

The CHAIRMAN. We gave you \$40,000 for that, and that is a common fund that you can employ all these draftsmen and nautical experts out of?

Capt. CLOVER. Any person I require.

The CHAIRMAN. Well, does that come in under civil service?

Capt. CLOVER. The engravers are not under civil service, for this reason: It is special work; that is, the engraver of charts. There is great difficulty in getting them and we educate them ourselves. This is the reason why we have the apprentices, and we have suffered in our office by educating them and having the Geological Survey and other Departments, who have larger appropriations, taking them away from us.

The CHAIRMAN. I do not exactly understand this. You say you have a fund of \$40,000 to pay for this particular force; now you want nautical experts; do you have to go to the civil service to get those experts?

Capt. CLOVER. Yes, sir; the men make an application and pass the examination required by the civil service before they can be appointed.

The CHAIRMAN. Who requires you to do this?

Capt. CLOVER. The Secretary of the Navy.

Mr. DOCKERY. Can you give us the expenditures for 1890 and 1891 under that clause?

Capt. CLOVER. I will say further—

Mr. DOCKERY. Do you know how much you expended for 1890 and 1891?

Capt. CLOVER. I do, as far as the salaries are concerned.

Mr. DOCKERY. We will pass that on and ask you later a general question.

The CHAIRMAN. Stop right there. I want to ask a question right there. I wish you would examine that bill (passing same to witness) which has been referred to us, which ought to come in down there for the purchase of copper plates, etc., under that head.

Capt. CLOVER. Yes, sir. This machine has been experimented upon and reported upon by our office.

The CHAIRMAN. How?

Capt. CLOVER. I appointed a board some time ago, and the Superintendent of the Coast Survey sent a member of the board, and there was a thorough examination made as to its work. The inventors were originally Ourdan & Knob, employes of the Hydrographic Office, and they devoted a great deal of time to the thing, and it has now gone into the hands of a company, and is a very valuable and a money-saving machine, and is quite a remarkable machine.

Mr. DINGLEY. Does the purchase of this machine involve the payment of a royalty also to the owners for the use of it?

Capt. CLOVER. I should judge not. In fact, that would be simply a question of what is proposed to be given for the machine.

Mr. DINGLEY. The bill does not say anything about it, but is simply for the purchase of the machine.

Mr. DOCKERY. What is the use of this machine?

Capt. CLOVER. That machine engraves all the soundings on a plate by machinery.

Heretofore it has been done always by hand, like all copper plate work is done. These machines will take a drawing and it is laid alongside—it is a large table and it can be worked around—and simply by covering a position with the machine you can engrave right off a letter or a sounding, a figure. There is a good deal of work in the Hydrographic Office on account of—

Mr. HENDERSON. I move a copy of that bill be referred to the Secretary of the Navy with the request to report his views fully as to whether or not a royalty is to be attached; and if so, what the royalty is.

The CHAIRMAN. Very well.

Capt. CLOVER. I will send you the report.

Mr. DOCKERY. Now, in the next paragraph, I see you want an increase of \$1,000; what is the occasion of that?

Capt. CLOVER. I asked for more of Mr. Soley, but when the estimate went into his hands he said there was no possibility of getting it and he wanted it cut down, and I told him then it would be absolutely necessary to have \$1,000 more.

Mr. DOCKERY. For what purpose, in as few words as possible?

Capt. CLOVER. For the purpose of enlarging the circulation of the pilot charts. We publish a very valuable publication to those who follow the sea; a pilot chart of the North Atlantic.

Mr. DOCKERY. Do you want this \$1,000?

Capt. CLOVER. To increase the circulation.

Mr. DOCKERY. In what quarter especially?

Capt. CLOVER. In all quarters where there is a demand.

Mr. DOCKERY. A pilot chart of the North Atlantic is the publication you desire?

Capt. CLOVER. To increase the publication. At present, after getting through the work of compilation, our office reproduces and circulates 3,300 copies. It was originally 3,000 and I increased it, and I found there was no money to carry it any further. We have an extensive demand for it. It is one of our publications that is authorized for free circulation, and it is circulated without cost.

Mr. DOCKERY. What number have you been issuing annually?

Capt. CLOVER. Three thousand, and last year it was increased to 3,300 a month.

Mr. DOCKERY. To what number do you wish to increase it?

Capt. CLOVER. I want to take it up to 4,300.

Mr. DOCKERY. What is the average cost of each chart?

Capt. CLOVER. The average cost of each one will be about 8 cents.

Mr. DOCKERY. And you want \$1,000 more?

Capt. CLOVER. Yes, sir.

The CHAIRMAN. They are for free distribution?

Capt. CLOVER. Yes, sir.

Mr. DOCKERY. They cost 8 cents apiece and you want \$1,000, and you propose to increase it about a thousand?

Capt. CLOVER. Yes, sir; there are other things that go into its circulation.

Mr. DOCKERY. What are the other elements of expense which go to make up the \$1,000?

Capt. CLOVER. We have a supplement that is issued, and that would carry a certain number of extra supplements.

Mr. DOCKERY. What do they cost?

Capt. CLOVER. They vary according to the size. There are certain reprints, and \$1,000 would just cover that additional increase in the circulation.

Mr. DOCKERY. Will you give the items of that cost in a letter?

Capt. CLOVER. Yes, sir.

Mr. DOCKERY. I find you estimate an increase of \$5,000 for contingent expenses of branch offices at Boston, etc.?

Capt. CLOVER. That is a point I would like to explain fully to the committee, because it is a thing that has grown. This error has been carried on for two sessions.

The CHAIRMAN. I will tell you the whole history of these branch offices, if you wish. (To the stenographer.) This is not to go in the record.

Mr. HENDERSON. Do you know anything about this question which has been raised in this informal discussion about these cities agreeing themselves to pay the expenses originally, or any part of them? Have you any information on that point?

Capt. CLOVER. There has never been any written agreement, but I will show you how—

The CHAIRMAN. But we want to get to the starting point of this thing.

Capt. CLOVER. I know nothing about what took place at that time; I have only been in the Hydrographic Office a year, but I know that the question of the New York office came up and was fully explained. I know they did at that time, when the office was established, give this room, and the office grew and became of so much value to seafaring people that it required more room on the floor of the exchange, and the small place they had was not adequate and they said they could not give larger quarters; they could not afford it; and when they gave larger quarters last year \$1,200 was allowed for the rent of that space which is on the floor of the ex-

change, which is a space larger than this whole room, besides a storage room below.

Mr. LOCKERY. Have you the items of the rent expense?

Capt. CLOVER. Yes, sir; and money that is paid to all the branch offices. In 1888 the branch offices established were at Boston, New York, Philadelphia, Baltimore, Norfolk, Savannah, New Orleans, and San Francisco. There was appropriated for the fiscal year ending 1889, \$11,000. The following year Portland, Oregon was added and \$12,000 was given; that is, \$1,000 increase for that office. Now, in the next year, that is the year ending 1891, there was added to the list Chicago and Portland, Me., but no increase of appropriation was given, which virtually made the establishment of these offices annual and furnished no money, and there was not enough, as I want to show later, to properly run the offices now established. For the present fiscal year the Chicago and Portland offices were continued as established, that is, as far as they appeared in the appropriation bill, and Port Townsend was added, and Senator Allen, who gave a good deal of attention to it, said he thought that was necessary. I said of course we could not establish an office without the money to run it.

Mr. HENDERSON. Is this a branch of your office to distribute information to mariners?

Capt. CLOVER. It is a branch to distribute information to mariners and at all these ports are kept complete lists of charts of all ports of the world; not only our charts, but foreign charts, so that any mariner or sea captain who wants to know what water he can carry at Odessa or Liverpool can go right there and see.

Mr. HENDERSON. The compensation is wholly for the clerical force and for rent?

Capt. CLOVER. Yes, sir.

Mr. HENDERSON. For light, fuel, etc.?

Capt. CLOVER. And stationery, cleaning up the office, and all that.

Mr. DINGLEY. This is a branch of the office collecting information as well as distributing information?

Capt. CLOVER. Yes, sir; that information collected is sent on here from all branch offices immediately to the central office, and there is a weekly printed sheet, which is printed at a nominal cost here in the office, which is sent back, and all the offices have, in a systematic form, all the changes that have taken place in all portions of the world.

Mr. DINGLEY. You could not collect this information directly and economically without these branch offices?

Capt. CLOVER. No, sir; and all merchant vessels, not only of our own country, which I am sorry to say are rather limited, but all foreign vessels furnish this information. There is no steamer that crosses the Atlantic that does not give the most minute report, and they take a great deal of interest in our work; so much so, that if a pilot chart does not arrive when the steamer is going out there is a telegram to know what the trouble is, and sometimes we are unable to get it.

Mr. DINGLEY. You could not get that information unless you had branch offices at seaports?

Capt. CLOVER. No, sir. I want to show you with what economy some of our offices are run. The New York office, of course, is a very large office. We receive the greater part of our data there, and there is employed there one nautical expert, a stenographer, one man to collect data, besides a messenger and janitor. Now the janitor gets \$4 a week; that is all we can pay him. These people you see here are down with small pay, comparatively, for expert knowledge. This nautical expert gets \$100 a month; the others \$83, \$75, and \$50. The expenses for that office wipes out nearly \$4,000. Now, that is to say nothing for incidentals, stationery, and all that, and car fare that has to be paid, and those all count up where persons have to do this visiting. Now, in the New Orleans office the whole office is run on \$50 a month. The title of the clerk is messenger, but he is a clerk, and they ask that they might have an allowance of \$4 a month for a boy to sweep out the office and to go and bring the mail. Our mail packages are very heavy and the city will not deliver them, and we have to have them brought. I told them we could not do it; that absolutely there was no money out of the \$12,000 with the offices assigned. I had last summer to get a good deal of the amount from the contingent of our department for stationery for those offices.

Mr. HENDERSON. Is the Portland office in operation?

Capt. CLOVER. Yes, sir; and the expense of that office—there is a gentleman there who gives his services free, and he is allowed a clerk and a general utility man at \$15 a month. Now it is pretty hard to run all of these offices and talk about increasing. Senator Allen wanted to know why we could not increase and establish an office at Port Townsend. I said, simply, it is a question whether I close some of the offices, because the appropriation is the same it was years ago, and the work is increasing and a constant increase in expense. Now, taking up these smaller offices, they amount to \$11,150.

Mr. HENDERSON. Does that include rent?

Capt. CLOVER. New York is the only place where rent is paid, except in Philadelphia, and that comes out of the amount we estimate here.

Mr. HENDERSON. What offices do you get rent free?

Capt. CLOVER. We get rent free at the Boston office, which is in the custom-house; from the Baltimore office, which is in the post-office building; from the Norfolk office, which is in the post-office building; from the Savannah office, which is in the basement of the custom-house, and from the New Orleans office. I do not know exactly what building the office is in, as I have never been down there. The San Francisco office is in the Merchants' Exchange, and has a very limited place, and is very crowded, but they give it to us free, and the Portland office—

Mr. HENDERSON. Does that sheet represent all your expenditure for these offices of last year?

Capt. CLOVER. That represents all expenditures. There is a balance there. You see the pay roll runs over \$10,000. Now, there was appropriated \$12,000. That extra, which is less than \$2,000, is expended principally for stationery. We have to send out all these forms and a large amount of this goes for printing; that is where we feel the stress the greatest.

Mr. DOCKERY. You estimate for an increase of \$5,800 for the next fiscal year. Have you got a detailed estimate of what that increase is for?

Capt. CLOVER. Yes, sir.

Mr. DOCKERY. If so, please discuss it and file it with the committee.

Capt. CLOVER. The amount has been proportioned to the different offices, and in this it provides that each office shall carry its own contingent which is not in these other figures. The contingent is handled here in this one lump sum in this office. They can not expend a cent for the purchase of a car ticket without my approval, and it has got to come here.

Mr. DOCKERY. Now give us your estimate briefly.

Capt. CLOVER. Boston, \$1,500; New York, \$5,300; Philadelphia, \$1,800; Baltimore, \$600; Norfolk, \$800; Savannah, \$800; San Francisco, \$3,200; Portland, Oregon, \$800; Portland, Me., \$1,200; Chicago, Ill., \$2,500; Port Townsend, \$1,500. The Chicago office has an immense commerce there that has never received any of the benefits which it gives to the coastwise, and it is particularly desirable to get an appropriation this year for the Chicago office in connection with the World's Fair. If it is to be established at all it ought to be established this year, or else this should be stricken off the list. It gives rise to misunderstanding, and the people write to know why the Navy Department does not carry out the law establishing these offices.

Mr. HENDERSON. This has been established by law, but has not been put in operation?

Capt. CLOVER. No, sir; the name was added to the list and no addition to the appropriation.

Mr. HENDERSON. I understand.

Mr. DOCKERY. It seems that you submit an estimate which is not the estimate sent us by the Secretary of the Navy. The estimate of the Secretary of the Navy calls for \$18,800 and you estimate for \$22,000.

Capt. CLOVER. That was my estimate, and Mr. Soley cut it down. It is what I estimated in submitting as being desirable for the proper establishment and carrying on of these offices. That is what is now expended this year.

Mr. DOCKERY. Then you are not expending, according to this statement, \$1,000 of the \$13,000; is that correct?

Capt. CLOVER. One thousand dollars there is for the New York branch office, an appropriation specifically appropriated which is not included in this account.

Mr. DOCKERY. Will you in a few words state the amounts you are now paying by offices?

Capt. CLOVER. One thousand dollars for the New York office—I may have said \$1,200 before.

Mr. DINGLEY. What particular items did the Secretary of the Navy cut down, or did he cut it down on the whole?

Capt. CLOVER. He simply cut it down on the whole; he said he would submit it in that form. We are paying \$1,000 by a specific appropriation for the New York branch office. The amount that is paid for the Philadelphia office I am unable to state positively, but it is a very small amount and it comes out of that amount.

Mr. DOCKERY. In order to get at the matter accurately I will ask you to furnish in detail the amount you are now paying for the rent of offices and the amount you estimate for rent for the ensuing fiscal year.

Capt. CLOVER. Yes, sir.

Mr. DOCKERY. Have you made any increase in the rent at New York for the last year?

Capt. CLOVER. No, sir. The New York office is paid an amount specifically appropriated.

Mr. DOCKERY. You are still keeping the same office you had last year?

Capt. CLOVER. No, sir; we have enlarged the quarters.

Mr. DOCKERY. Without additional expense?

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Capt. CLOVER. When the appropriation of \$1,000 went into effect we moved the office into new quarters on the floor of the Merchants' Exchange.

Mr. DOCKERY. Then you are paying \$1,000, but it is not for the first time?

Capt. CLOVER. Yes, sir.

The CHAIRMAN. Does not the Merchants' Exchange need this as much as the people of the United States?

Capt. CLOVER. Yes, sir; they need it.

The CHAIRMAN. But still they charge us for rent?

Capt. CLOVER. Their argument was that they wanted to give us a larger room but they did not feel that they could afford to do it. They had to pay rent for it and in order to give us this large room we asked \$1,000, which was appropriated for that purpose. I think it is but right they should have it according to the room they give.

The CHAIRMAN. It is really of more benefit to them than to anybody else in the United States?

Capt. CLOVER. No, sir, I should not say so; the benefit is to all the people who follow the sea.

Mr. DINGLEY. There is no more cause for call on the merchants, I suppose, specifically to pay for the expense of this branch of the Hydrographic Office than there is for other branches of the Government?

Capt. CLOVER. No, sir.

Mr. DINGLEY. Take, for instance, the improvements in rivers and harbors; that of course is for the distinct benefit of a particular portion of the people, just the same as this, but it is a public service.

Mr. DOCKERY. It seems, however, that a contrary view obtained in their minds when they asked the service and proposed to furnish those quarters for nothing.

Thereupon the committee adjourned until 10:30 a. m., Thursday, May 5, 1892.

Salaries branch hydrographic offices, 1892.

	Monthly.	Annual.
Boston:		
One messenger.....	\$60.00	\$720.00
One boy, care of office.....	30.00	360.00
Total.....	90.00	1,080.00
New York:		
One nautical expert.....	100.00	1,200.00
One stenographer.....	83.33	1,000.00
One collecting data.....	75.00	900.00
One messenger.....	60.00	720.00
One janitor.....	4.00	48.00
Total.....	322.33	3,968.00
Philadelphia:		
One messenger.....	60.00	720.00
One errand boy.....	12.00	144.00
Total.....	72.00	864.00
Baltimore:		
One messenger.....	30.00	360.00
One attending time-ball.....	5.00	60.00
Total.....	35.00	420.00
Norfolk:		
One messenger.....	50.00	600.00
Savannah:		
One messenger.....	50.00	600.00
New Orleans:		
One messenger.....	50.00	600.00
San Francisco:		
One nautical expert.....	100.00	1,200.00
One messenger.....	60.00	720.00
One janitor.....	2.00	24.00
Total.....	162.00	1,944.00
Portland, Oregon:		
One messenger.....	15.00	180.00
Aggregate.....		10,156.00
For stationery and miscellaneous expenses.....		1,844.00
Grand total.....		12,000.00

THURSDAY, May 5, 1892.

STATEMENT OF HON. D. A. HARVEY, A DELEGATE FROM THE TERRITORY OF OKLAHOMA.

Mr. HARVEY. The particular item to which I desire to call your attention is the bottom of page 73 of estimates for 1893, \$29,000.

The CHAIRMAN. Why do you want \$1,000 more than three years ago; why should the legislature pay more this year than in 1892?

Mr. HARVEY. That includes \$4,000, as I understand, for the secretary's office.

Mr. DOCKERY. Who makes this estimate?

Mr. HARVEY. It is made by the Treasury Department in their estimate.

Mr. DOCKERY. Does not the law fix the number of days the legislature shall be in session, with the compensation?

Mr. HARVEY. Yes, it makes it \$25,000, and that is right.

Q. What elements are there, if there are any, about which there is discretion?

Mr. HARVEY. There is \$4,000 for the secretary's office; it is \$1,000 more than we got last year. The duties of the Territorial secretary have been largely increased.

Mr. DOCKERY. In what respect?

Mr. HARVEY. Why, the creation of new counties down there, and his duties have increased very largely and he has been obliged to pay out a large part of his salary for clerk hire. That is included in that \$4,000.

Mr. DOCKERY. There is but one item about which there is any discretion; the law fixes the other \$25,000.

Mr. HENDERSON. What is the \$4,000 for, Mr. Harvey?

Mr. HARVEY. That is for the secretary.

The CHAIRMAN. That is for ice, rent of offices, fuel, etc. Instead of saying so, we will put it in a lump sum for you and you can take your \$1,000 for ice or not; we will give you about \$28,000 this year; that is what we will give you.

Mr. HARVEY. The secretary is obliged to hire a clerk of his own and they inform me at the Treasurer's office—

Mr. HENDERSON. There is nothing about a clerk here; it says rent of office, furniture, fuel, lights, stationery, clerk hire, etc.

Mr. HARVEY. It is in the clerk hire, etc. Here is the item down here for rent of office, fuel, lights, etc. Unlike other Territories, we have no capitol building and have to rent the offices.

Mr. DOCKERY. Let us get at the expenditure of the \$3,000.

The CHAIRMAN. That is what I told you; rent, printing, postage, ice, etc.

Mr. HENDERSON. What is the necessity of this increase of \$1,000 for the clerk; is he the clerk of the legislature?

Mr. HARVEY. The counties have been largely increased; that is the necessity.

Mr. HENDERSON. Who is this clerk?

Mr. HARVEY. I think his duties are a porter, but he acts as a clerk, and in addition to that the secretary has been hiring for the past year a clerk out of his own pocket.

Mr. HENDERSON. Is he a clerk for the secretary of the Territory?

Mr. HARVEY. Yes, sir; he is paid \$65 a month. He tells me he pays that in addition out of his own pocket for clerical hire.

Mr. HENDERSON. He has no clerk?

Mr. HARVEY. He has a porter who acts as clerk. There is somebody acting in addition to that who figures as a porter.

Mr. HENDERSON. Please state to the committee the necessity for this additional \$1,000.

Mr. HARVEY. He is very tenacious about this. He is a straightforward old man, and they tell me at the Treasury Department that his accounts are remarkably correct, and he bothers them a good deal about asking for information, so as to be correct. He paid \$65 a month for clerk hire last year out of his own pocket, and that is intended to increase the compensation allowed him for clerk hire.

Mr. HENDERSON. And this increased draft upon him is by reason of the organization of these new counties?

Mr. HARVEY. Yes, sir; largely from the organization of new counties.

Mr. HENDERSON. And what else?

Mr. HARVEY. There have been seven new counties created just recently, and one thing, there is the school lands there which, under the act of Congress—

Mr. HENDERSON. What act?

Mr. HARVEY. Under the act of Congress they rent the school lands there. I advised him to charge each person who obtained the land some sum. They will not say it is right up here, but he is going to do that now anyhow. He has a force of clerks there, one of which he has paid himself out of his own pocket. That is about all I know about it.

Mr. HENDERSON. Do you want to get another clerk out of this, or to pay a clerk he already has?

Mr. HARVEY. He wants to pay a clerk he already has; that is about it.

STATEMENT OF W. B. COOLEY, CHIEF CLERK, POST-OFFICE DEPARTMENT.

The CHAIRMAN. Do you know how many clerks and employes there are now in the Post-Office Department?

Mr. COOLEY. In the neighborhood of 600, a few over 600, the exact number I have not by me. That includes all messengers, laborers, charwomen, etc.

The CHAIRMAN. I see in the office of the Postmaster-General you ask for an increase of 2 clerks.

Mr. COOLEY. In the office of the Postmaster-General we ask for 3 clerks.

The CHAIRMAN. Well, you got 1 this year.

Mr. COOLEY. No.

The CHAIRMAN. Yes, that is right.

Mr. COOLEY. This is not an increase.

The CHAIRMAN. Explain that.

Mr. COOLEY. We have now in the bill making appropriations for the service of the Post-Office Department a different appropriation bill from this entirely, as you all know—an appropriation for the mail messenger service and in the same bill an appropriation for railway postal clerks. From a time long before I can remember, those men have been employed and paid from one or the other of those appropriations because they actually distribute the mails, and these 3 clerks I am asking for, instead of being on cars, are in the post-office; they handle mail in the Post-Office Department, building. There is a vast quantity of registered and ordinary mail, particularly registered mail, coming there every day and going out every day, and it is a great advantage for us to have all our mail dumped in one spot, and having it all go in one place, instead of having each little office send its mail to the city post-office. Now, these 3 men, being paid from that appropriation, never have been in the classified civil service. It was a great injustice for them that they are not on a par with other clerks, yet they are called clerks. In fact, we want to place them in the classified civil service, and put them where they ought to be—in the legislative bill.

Mr. DOCKERY. That condition also exists in the office of the Superintendent of the Railway Mail Service?

The CHAIRMAN. They have been heretofore paid out of what?

Mr. COOLEY. Out of the mail-messenger service.

The CHAIRMAN. They could still be paid from that?

Mr. COOLEY. Yes, sir; but it is not a proper classification, and it is an injustice to the men who are deprived of all the rights they would have as civil-service appointees. It seems to me it is a simple act of justice to the men, and it is not an increase of salary or an increase in appropriation.

Mr. DOCKERY. The same condition obtains in the office of the Superintendent of the Railway Mail Service?

Mr. COOLEY. That office has never been brought in the legislative bill; they are all postal clerks detailed there, because they deal exclusively with car matters.

The CHAIRMAN. In the office of the First Assistant Postmaster-General the first increase is superintendent of the free delivery, \$3,000; explain that.

Mr. COOLEY. That is not an increase, because his salary was omitted in the last appropriation bill by accident. It has since been inserted in the deficiency bill; he worked without pay for eight months.

Mr. DOCKERY. Was the \$3,000 included in the total?

Mr. COOLEY. No, sir; that is the reason he could not be paid. His place is authorized, but his salary was omitted and has since been appropriated in the deficiency bill—I think the first deficiency bill when it appropriated for the Census.

The CHAIRMAN. I see you want 17 clerks instead of 16 of class 1. Why is that?

Mr. COOLEY. We want 1 clerk of class 1 for the supply division. Gentlemen, we can not make 100 new post-offices every week, as we are doing on an average now, and furnish supplies with the force in the supply division. It is utterly out of the question. These men are working as hard as they can. I make it a point of going around and seeing what the men are doing, and try to be chief clerk in reality as well as in name. And I find it is impossible for the force to supply this increase of 100 post-offices a week, and furnish them with wrapping paper, twine, pens, ink, mucilage, and things of that kind, and get along without an increase of force.

Mr. DOCKERY. Are you behind with that work?

Mr. COOLEY. We keep up, but they work more than men ought to be required to work.

Mr. DOCKERY. How many hours do they work daily?

Mr. COOLEY. The superintendent is there always before 9 and stays until after 4.

The CHAIRMAN. You want down here 7 clerks instead of 6, at \$1,000 each. What do they do?

Mr. HENDERSON. Before that, general, you want 9 clerks, instead of 8, at \$1,000 each. There is another increase asked for, one clerk just after the other one.

The CHAIRMAN. I see—9 clerks at \$1,000 each.

Mr. COOLEY. The first increase of \$1,000 I have here in our estimate is for the free-delivery division. That is intended for the salary of a typewriter who has been detailed, stolen, or begged from the Dead-Letter Office for the last year or more.

Mr. DOCKERY. Where did you say the typewriter was detailed from?

Mr. COOLEY. The Dead-Letter Office.

Mr. DOCKERY. And where detailed to?

Mr. COOLEY. The free-delivery division.

Mr. DOCKERY. Is the Dead-Letter Office up with its business?

Mr. COOLEY. No, sir.

Mr. DOCKERY. Is the free-delivery division?

Mr. COOLEY. They can not keep quite up, but they keep as near up as possible to date.

Mr. DOCKERY. Are they as near up as they were two years ago?

Mr. COOLEY. I doubt it; I can not answer that offhand.

Mr. DOCKERY. How about the free-delivery office—are they behind?

Mr. COOLEY. As far as I know the work is up, but it is with the help of this typewriter, which is the only one they have.

Mr. DOCKERY. Suppose we give the increased force; do you not think it wise to begin with the lower grades?

Mr. COOLEY. We invariably do that.

Mr. DOCKERY. You have not done so in this clerk of class 1.

Mr. COOLEY. In this case it is to provide for a clerk necessitated by borrowing.

Mr. DOCKERY. Do I understand that these 2 clerks are borrowed from some other division?

Mr. COOLEY. In which office?

Mr. DOCKERY. Well, the clerk of class 1?

Mr. COOLEY. Oh, no; that is a new clerk.

Mr. DOCKERY. But the other is a borrowed clerk?

Mr. COOLEY. From the Dead-Letter Office.

Mr. DOCKERY. They want you to return that clerk to the Dead-Letter Office?

Mr. COOLEY. Yes, sir.

Mr. DOCKERY. The clerk of class 1 is a new clerk?

Mr. COOLEY. Yes, sir; he is a new clerk.

The CHAIRMAN. Now you want 2?

Mr. COOLEY. There is still another clerk of \$1,000 estimated for the Money-Order Office.

Mr. DOCKERY. Where?

Mr. COOLEY. In the same paragraph.

Mr. DOCKERY. It is not in the bill.

Mr. HENDERSON (examining the bill). The next thing is an increase of a page.

Mr. COOLEY. That comes directly under the First Assistant Postmaster-General. The salary and allowance division is on the third floor of the Post-Office Department building, while the head of the office is on the second floor. The office has cramped quarters, owing to the lack of room there, and some clerks, running anywhere from \$900 to \$1,400 a year, must be running back and forth between the offices anywhere from twenty-five to one hundred times a day between the office of the Assistant Postmaster-General and the salary and allowance division, and I do not think that it is good policy to use a clerk's time for that purpose, and if we could get a boy to do it for \$30 a month, it is economy and a saving of time and money.

Mr. DOCKERY. How long have you had a page there?

Mr. COOLEY. We have not had a page there at all.

Mr. DOCKERY. There is a page in the law.

Mr. COOLEY. He is in some other division; he is in the First Assistant's division. This is particularly for the salary and allowance division, which is in the Seventh-street corridor, up under the roof.

The CHAIRMAN. I see you ask for an increase in the force for laborers.

Mr. DOCKERY. There is another above that, 10 clerks at \$1,000 each, instead of 6.

Mr. COOLEY. That is for the money-order office. That estimate has been since modified in the special estimate submitted by the Postmaster-General through the Secretary of the Treasury asking for 4 clerks, with a full explanation about it, but I can answer any question. That is due entirely to the revamping of the money-order service.

Mr. HENDERSON. What is the modification?

Mr. COOLEY. Asking for 4 clerks at \$1,000, instead of 4 extra additional—

Mr. HENDERSON (examining paper). You want—

Mr. COOLEY. Allow me to look at that paper for a moment after Mr. Dockery is through with it. Under the old regulations we would not give a money-order division to any post-office that did not pay a salary of \$250 to the postmaster, and that resulted in about 11,000 or 12,000 money-order offices, but the Postmaster-General extended it to all offices where the salary paid to the postmaster amounted to \$200. That increased the number of money-order offices probably soon after the 1st of July to 20,000. Now every money-order office makes a weekly account, and it takes more clerks simply to check up these returns day by day that come in by registered mail and which clerks check up.

The CHAIRMAN. Suppose we change the law on the subject and let the Postmaster-General inquire once a month, then you would not need so many?

Mr. COOLEY. Then we would not need so many. There is a bill introduced to that effect. It would take some extra force, but you would not need so many.

Mr. HENDERSON. What is the number of that executive document in your hand?

Mr. COOLEY. Two hundred and thirteen.

Mr. HENDERSON. Is it a House executive document?

Mr. COOLEY. It is House Ex. Doc. No. 213.

The CHAIRMAN. There is another new page?

Mr. COOLEY. That is the page referred to; he is for the Money-Order Division. Let me explain that the Money-Order Division is divided between three different buildings. In the first place the Money-Order Office has got to have constant intercourse with the main post-office building; it is located in the building across the bridge; and in the second place the main business of the Money-Order Office is directly connected and their daily intercourse is with the clerks of the Sixth Auditor's Office in the Bush building on the opposite side of the street. Now, somebody has got to be running around between those three buildings all the time.

Mr. DOCKERY. Who runs around now?

Mr. COOLEY. They use a clerk for the purpose.

Mr. HENDERSON. Do you want to drop out the words here "Money-Order Division" in regard to the engineer? Under the present law it is one assistant engineer for additional building for Sixth Auditor, and I see it is proposed to drop the words "Money-Order Division."

Mr. COOLEY. That ought to be for the Sixth Auditor, leaving out the words "Money-Order Division," because there are other divisions besides the Money-Order in that building.

Mr. DOCKERY. On next page, 129, you ask for two additional clerks at \$900 each; what is that for?

Mr. COOLEY. In the Dead-Letter Office.

Mr. DOCKERY. You want two additional clerks at \$900 each and you want that detailed clerk returned to the Dead-Letter Office?

Mr. COOLEY. Yes, sir; and that is a mighty small allowance for that office.

Mr. DOCKERY. Is that office up with its business?

Mr. COOLEY. No, sir; and never can keep up.

Mr. DOCKERY. On account of the nature of the business?

Mr. COOLEY. Let me tell you in the last two years it has been necessary for the Postmaster-General to order extra hours for that division from 8 or half past 8 to 5 o'clock.

Mr. DOCKERY. Well, that service did not exceed eight hours a day for each clerk?

Mr. COOLEY. No, it would not; but let me tell you the result of it was, it resulted in bringing in two bills for extra compensation which were passed by Congress, or rather one was passed and the second one is still pending.

Mr. DOCKERY. Let us go to the office of the Second Assistant Postmaster-General now.

The CHAIRMAN. I see you want a new clerk of class 3.

Mr. COOLEY. That is not an increase over last year's appropriation. If you remember when you had the civil-service controversy question, to provide clerks independently for the Civil Service Commission and deduct from the Department appropriation what you allowed the Civil Service Commission, you took a certain number of clerks who had been detailed from various departments and set them aside from the civil service and deducted that money from the Department appropriation. Finally that was not adopted, but you neglected to restore to the Post-Office Department the clerk set aside for the Civil Service Commission at \$1,600, and he was omitted from the last year's appropriation bill.

Mr. HENDERSON. Is the clerk on duty?

Mr. COOLEY. No, sir; he had to be dropped, and it is one clerk less than last year.

Mr. DOCKERY. Now we will go to the office of the Third Assistant Postmaster-General.

Mr. COOLEY. There is still one page above there. We have a mail-bag repair shop

located three blocks, or located between five and six blocks, from the Post-Office Department, which is directly connected with the office of the Second Assistant Postmaster-General, and there has to be a constant running backwards and forth there between the two buildings.

Mr. HENDERSON. What office is this page in?

Mr. COOLEY. The Second Assistant Postmaster-General.

Mr. DOCKERY. Who is doing that work now?

Mr. COOLEY. I think they have a messenger.

Mr. DOCKERY. Have you not a good many messengers in each one of these divisions to do a page's work of running around?

Mr. COOLEY. No, sir. My firm judgment is that this would be a great mistake to have them do this work.

Mr. DOCKERY. You have messengers in each one of the divisions?

Mr. COOLEY. We have messengers.

Mr. DOCKERY. Can not you send them?

Mr. COOLEY. They are not enough and they are needed for that division work. There is the Contract Division, Mail-Equipment Division, Railway Adjustment Division, and these are large offices made up of different divisions, almost bureaus in themselves.

The CHAIRMAN. In the office of the Third Assistant Postmaster-General you ask for an increase of 1 clerk of class 3 and 1 clerk of class 1 and 1 clerk of \$1,000?

Mr. COOLEY. That is only because of the increased issue of postage stamps, envelopes, and postal cards, nothing else in the world. The more postage stamps we issue and the more stamped envelopes, the bigger the revenue of the post-office.

Mr. DOCKERY. It not that office up with its work?

Mr. COOLEY. They have got to keep up if they have to work over hours.

Mr. DOCKERY. Have they worked over hours?

Mr. COOLEY. I believe they have.

Mr. DOCKERY. Are you able to state whether they have?

Mr. COOLEY. I am not, no sir; but I think they have.

Mr. HENDERSON. Please ask the Third Assistant Postmaster-General to address us a letter on that point.

Mr. COOLEY. I will.

The CHAIRMAN. We now come to the Fourth Assistant Postmaster-General; that was established last year.

Mr. COOLEY. Yes, sir.

The CHAIRMAN. I see you ask for a chief clerk, a stenographer, and a page?

Mr. COOLEY. The Fourth Assistant Postmaster-General is the new assistant provided for last year. Every other assistant Postmaster-General has an executive force, but this man has none at all.

Mr. HENDERSON. He had no chief clerk?

Mr. COOLEY. No chief clerk, no sir. He has not anything. The bill simply had a line in it for a Fourth Assistant Postmaster-General, \$4,000, and that is all there was to it.

Mr. DOCKERY. It was not designed for him to have anything, that was not the intention of the bill. As I remember, the Assistant Postmasters-General were overloaded with work by reason of the growth of the service, and the Fourth Assistant Postmaster-General was intended to be a reviewing officer.

Mr. COOLEY. Just pardon me for a moment. That was not, it seems to me, the scheme of the organization at all; the fourth assistant had charge of appointments.

Mr. DOCKERY. That is true; at the time it was supposed he would be assigned the work now performed by Mr. Scott, but in the arrangement by the Postmaster-General, and I do not doubt it was a very proper arrangement, the fourth assistant was given the Appointing Division and Bond Division, and the auditing business was left to Mr. Whitfield, the First Assistant Postmaster-General.

Mr. COOLEY. That is right as far as the organization goes.

Mr. HENDERSON. There was nothing in the law fixing his duties?

Mr. COOLEY. No, sir; nothing.

Mr. HENDERSON. The Fourth Assistant Postmaster-General was a kind of reviewing Postmaster-General; now, what work was assigned to him?

Mr. COOLEY. He has charge of all of the appointments of fourth-class postmasters, of the bond division, of mail depredations, and chief inspector's work.

Mr. HENDERSON. How many clerks are under him now?

Mr. COOLEY. He has about 25 as near as I can recall these; of course that is not exact, but 25 in the appointment division, 20 in the mail depredation division, and 15 in the bond division.

Mr. HENDERSON. About 60 clerks?

Mr. COOLEY. Somewhere in that neighborhood. The chief of the appointment division was working so hard that the Postmaster had to compel him to go away on

account of his being overworked. He was acting as chief of the appointment division and chief clerk.

Mr. DOCKERY. My question was not on that point; I understood you to say he had no force?

Mr. COOLEY. I said he had no executive force.

Mr. DOCKERY. Then I misunderstood your statement.

Mr. COOLEY. He has a large office force with 3 chiefs of divisions.

Mr. DOCKERY. Now he asks for a stenographer at \$1,600; has he not now a stenographer?

Mr. COOLEY. He borrowed one.

Mr. DOCKERY. I notice one at \$1,600; where is that employé now?

Mr. COOLEY. In the office of mail depredation under the chief inspector.

Mr. DOCKERY. Suppose we fail to give this additional stenographer and the stenographer provided in the law is used by the Fourth Assistant Postmaster-General, would not the chief of post-office inspectors have the right out of the general fund to provide a stenographer?

Mr. COOLEY. Now, you are asking me to pronounce wrong what the Department did; I should say they would not have the right. I do not think they have the right to use that fund for that purpose.

Mr. DOCKERY. It has been done heretofore?

Mr. COOLEY. By consent, it was done for a series of years; it ought not to have been done.

Mr. DOCKERY. Who wants the page at \$360?

Mr. COOLEY. That is also for Mr. Rathbone, the Fourth Assistant Postmaster-General. You can appreciate how often members of Congress and Senators come upstairs on the third floor and call for cases, where he must send down to the second, and it is quite a distance.

The CHAIRMAN. Now, in regard to the office of the disbursing clerk.

Mr. HENDERSON. You propose to strike out the word "accountant" here.

The CHAIRMAN. And the word "storekeeper."

Mr. COOLEY. We propose to just call them clerks. They all stand in the same grade and they are eligible for promotion, and there is no use in giving them a separate title. We want them all to be on the same footing as other clerks of the same grade.

Mr. HENDERSON. That seems to be right.

The CHAIRMAN. Now, you ask for 2 watchmen. You have got 19 watchmen and you ask for an addition of 2 watchmen to act as lieutenants.

Mr. COOLEY. That is not 2 extra, but only to make 2 lieutenants of the watch, instead of 2 watchmen. The only difference is an increase of from \$720 to \$840, it is to increase the salary of 2 men \$120 each.

Mr. DOCKERY. What is the necessity for that?

Mr. COOLEY. We have 24 hours watch duty in the Post-Office Department and have three sets of men. Each set ought to be in charge of a captain or lieutenant. There ought to be a governing watchman of each tour. For one set we have a captain and the other two sets we have nobody. It is not good discipline or good government, and we can not get it by an ordinary watchman in charge of the force of watchmen. There is no distinction, and the men do not feel under any obligation to obey an ordinary watchman. There are lieutenants in other departments, and we want to have the same system of watchmen in three tours of duty of eight hours each that there is in the other executive departments. This will provide for an officer for each tour of eight hours duty.

Mr. HENDERSON. How much is the pay increased?

Mr. COOLEY. From \$720 to \$840.

The CHAIRMAN. What does the captain do?

Mr. COOLEY. He looks after the whole force, and he is particularly in charge of one tour of eight hours; but at the same time he comes around at night and looks after all the others as well as he can, but he must sleep, you know.

Mr. DOCKERY. Now, let us take the general fund.

The CHAIRMAN. Regarding contingent expenses, I want to call your attention to the contingent fund of the Post-Office Department. We gave you \$13,000 last year for stationery and blank books, including amount necessary for the purchase of free penalty envelopes. Did you spend all that money last year?

Mr. COOLEY. A report has been made, but I have not it by me.

Mr. HENDERSON. The expenditure for the fiscal year ending June 30, 1891, was only \$11,000 and some hundreds; why do you ask for \$15,000 for 1893.

Mr. COOLEY. I have not the figures by me; do you know certainly that that was \$11,000?

Mr. COURTS. That is the statement of the Treasury Department.

Mr. COOLEY. I would rather like to look at that.

Mr. HENDERSON. I suggest we can shorten this very much, and I would ask that

where an estimate is made for 1893 exceeding the expenditure for the fiscal year ending June 30, 1891, that a letter be addressed to the chairman of our committee explaining the necessity for that increase. That would save a great deal of time.

Mr. DOCKERY. Let him give the estimates and expenditures on all these items.

The CHAIRMAN. All right. Now, why do you want city directories?

Mr. DOCKERY. Just one word here, before we come to that. On page 134, Mr. Chairman, there are various estimates under the current law. In the letter, I understand, he will give the expenditures under all these different subheads for contingencies for the fiscal year 1890 and 1891?

Mr. COOLEY. Yes, sir.

Mr. HENDERSON. Why is it suggested on the top of page 135 of the bill, "For purchase of and keeping of horses and repair of wagons and harness to be used only for official purposes?"

Mr. COOLEY. The Post-Office Department never suggested those words and I never knew that was suggested. It ought to be only used for official purposes.

The CHAIRMAN. Now, coming down to city directories, \$1,000; will you please explain why you want those?

Mr. COOLEY. The work of the Dead-Letter Office, as you perhaps know, is trying to decipher addresses and to return undelivered and uncalled for mail matter to the owners. In doing that, it is generally necessary they should have one copy of the latest city directory of each year of each of the largest cities. The Washington directory costs \$5, and I suppose it is about the same price in most large cities. It does not represent a very large number of directories, but it represents a great deal of work disposed of by the Dead-Letter Office. The number coming in there daily is from 20,000 to 25,000 undelivered letters. If, by the purchase of 150 or 200 city directories, they can dispose of any considerable portion of those letters more than they are now disposing of, it is a good expenditure in the interest of the service. Every man who gets a letter back from the Dead-Letter Office which was undelivered appreciates it.

The CHAIRMAN. Have you got the directories now; has any provision of this kind been carried in the former law?

Mr. COOLEY. We have asked for it two or three times, but have always been denied.

The CHAIRMAN. Did you ask for it in the last Congress?

Mr. COOLEY. I believe so.

The CHAIRMAN. The next item is "for wiring and equipping the main Post-Office Department building for electric lights, \$3,000;" please explain that.

Mr. COOLEY. Yes, sir; we will be very glad indeed to have electric lights in the Post-Office Department. That building, I suppose, was commenced in 1840, fifty odd years ago certainly. Only lately we have had to spend a considerable sum of money on what gas-fitters call "blowing-out" pipes, they having become all filled up, and we can not get a good flow of gas there now. To make a decent light in my office between 4 and 5 o'clock in the afternoon on a winter's day, or even at midday in a thundershower, I have to light six gaslights, and our gas bills run between \$400 and \$500 a month. I am told we can economize if that building is lighted by electric lights. The worst of all is for the main building running along E street, which has a 3-inch gas main to supply all the service. We have had more trouble with gas than anything else in the Post-Office building, and we can not get a decent light.

Mr. DOCKERY. You are supplied by the city?

Mr. COOLEY. Yes, sir; by the gas company.

Mr. DOCKERY. I mean by the gas company.

Mr. COOLEY. Yes, sir.

Mr. DOCKERY. Where I live there is no trouble about gas.

Mr. HENDERSON. How is it in the other Departments as to being lit with gas or with electric lights?

Mr. COOLEY. I think the others are furnished, or the majority of them, with electric lights. Without knowing absolutely I feel certain most of them are lit with electric lights.

Mr. HENDERSON. Will it be too much trouble to look that up and see if the departments are supplied with electric light or not, and see whether we are discriminating against you or not?

Mr. COOLEY. No, sir; I will do that.

Mr. DOCKERY. Do you think electric light is superior to gas light for clerical use?

Mr. COOLEY. Yes, sir, I do; gas is flickering. An additional point is the heat which you have from gas; it makes a great quantity of heat.

Mr. DOCKERY. Who made this estimate for the electric light?

Mr. COOLEY. The superintendent of the building, sir.

Mr. DOCKERY. Did he make it item by item?

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Mr. COOLEY. No, I think he made the figures as to the cost of wiring from electric light companies here.

Mr. DOCKERY. The next item relates to the matter of rent, and I suggest that that be referred to the chairman and Governor Dingley.

The CHAIRMAN. I wish to call your attention to the publication of the Postal Guide. I see you ask for \$29,000. Will you explain why you need that much money for that purpose?

Mr. COOLEY. The appropriation prior to the current one, which was also \$29,000, was \$18,200. That guide was issued in this way: The Department invited bids and awarded the contract to the lowest bidder, giving him at the same time the privilege of inserting such advertisements as he might choose to get. The guide was made up of between 800 and 900 pages of official matter, and ran from 100 and sometimes more than 200 pages of advertisements, which it probably had secured from business houses. These advertisements, in addition to the 80,000 or 90,000 copies, made it a pretty valuable franchise, which was estimated to be worth \$15,000 to the publisher, and he could afford to do our contract for \$15,000 less than he would charge if he were compelled to issue the guide as a pure printing job without any advertisements. Last year the Postmaster-General came to the conclusion it was not dignified or proper for an executive department to be getting its work done by paying for it in public advertisements secured by publishers instead of paying for it in cash, and being an official paper, the only organ printed under the direction of the Post-Office Department, he thought advertisements of liver pills, patent medicines, and all sorts of things, which you know will creep into any advertising medium, was disgraceful to have in the Postal Guide, 150 or 200 pages of this sort of matter.

Mr. HENDERSON. So that it became hard work to find the official matter?

Mr. COOLEY. The publications of other governments do not contain such things. We have the British postal guide which I brought before the committee once to show to you. On account of this action the bids afterwards were much higher.

Mr. DOCKERY. What did you expend under that in 1891?

Mr. COOLEY. That I can not answer.

Mr. HENDERSON. Give us that in your general letter.

Mr. COOLEY. Yes, sir.

Mr. DOCKERY. Can you tell for how much you made that contract?

Mr. COOLEY. The present contract for the current year, for the large annual copy, costs 20 cents a copy; the small monthly supplement issued from month to month showing the changes, costs five-sixteenths of a cent a copy.

Mr. HENDERSON. What is the total cost under this appropriation for the present fiscal year?

Mr. COOLEY. I could only estimate for the present fiscal year because the year has not expired yet and sometimes we order several thousand extra copies.

Mr. HENDERSON. Will you probably exhaust this appropriation?

Mr. COOLEY. I do not think so, but we will come pretty close.

Mr. HENDERSON. In your letter please cover that point?

Mr. COOLEY. Yes, sir.

The CHAIRMAN. I see the Postmaster-General may authorize the sale of postal guides, 10 per cent to be added, and is to receive a revenue therefrom.

Mr. COOLEY. That is not authorized in the sale of the postal guide, that is in regard to post-office maps.

The CHAIRMAN. "The Postmaster-General may authorize the sale of the Postal Guides to the public at cost, and 10 per centum thereof added, the proceeds of such sales to be used as a further appropriation for the preparation and publication of the guide;" do you think that is advisable?

Mr. COOLEY. We did not ask for this. Somebody has put that in; it was not in in our estimate.

Mr. DOCKERY. Was not this language in your estimate?

Mr. COOLEY. Not as far as I remember, and I am pretty sure. We believe in giving away that Guide as much as possible. I do not deny anybody who comes to my office and asks for a Postal Guide, as we believe it is a benefit to the postal service that the Guides should be distributed as widely as possible.

Mr. DOCKERY. What is the advantage to the postal service?

Mr. COOLEY. It contains the postal rates, the manner of wrapping matter, how to address mail matter, and the more people who learn to do that, the less mail will come back to the office.

The CHAIRMAN. Now, it is recommended by the Department, "that the Postmaster-General may authorize this sale of the Postal Guide to the public at cost and 10 per cent thereof added, the proceeds of such sale to be used as a further appropriation for the preparation and publication of the Guide;" that is in your estimate.

Mr. COOLEY. I was not aware of it.

The CHAIRMAN. Is there any objection to it?

Mr. COOLEY. Only it would restrict the circulation of the Guide; I think less

people would get the Guide, that is all. It is a question whether it is not worth 20 cents to give away a postal guide; as to whether we do not get 20 cents worth of benefit by the giving away of the Guide.

Mr. DOCKERY. Is it possible under that appropriation of \$29,000 to supply any considerable number of the 65,000,000 people of the United States?

Mr. COOLEY. Yes, sir; when we get the monthly guides at five-sixteenths of a cent a copy.

Mr. DOCKERY. Have you a list of the people of the United States?

Mr. COOLEY. No, sir; we only give them out on request.

Mr. DOCKERY. Then you give it out to people who come there for it?

Mr. COOLEY. Or who write for it.

Mr. HENDERSON. It is in use largely by shippers and business houses?

Mr. COOLEY. Yes, sir; large seedsmen, and all sorts of people.

Mr. HENDERSON. As I understand, this \$29,000 is supplemented by the 10 per cent added to the cost, that 10 per cent is to be added?

Mr. COOLEY. This is a new item; it has never been in before.

Mr. HENDERSON. I thought you were discussing it in the light of a new provision.

Mr. COOLEY. He asked what effect it would have, and I said it would have the effect of restricting the circulation of the Guide unquestionably.

Mr. HENDERSON. That is, to charge the cost and 10 per cent would restrict the circulation?

Mr. COOLEY. The greater you make the cost, the less people will buy it.

The CHAIRMAN. I do not see that, Mr. Cooley. This simply says the postmaster may sell to any person who may ask for it at 10 per cent, and you can give away as many as you please.

Mr. COOLEY. I do not think any head of a department if the law authorized the sale would feel authorized to give them away. He would feel it incumbent upon him to treat all alike and sell all or give all away. Now, there is a more important point still in the sale of the Postal Guide. The publisher now has an object in taking this contract in that he has the right to sell to the public itself any number of copies he may choose over and above the amount furnished to the Post-Office Department. He could not afford to take it and sell at the cost of publishing and 10 per cent; he gets more than that. It will probably end in making the contract cost more.

The CHAIRMAN. You would not get them for 20 cents, as you do now?

Mr. COOLEY. Twenty cents is all they cost now. If he had not the right to sell extra copies at his own price it is probable he would charge more. He is getting now a dollar or two I think for them.

Mr. DOCKERY. How many copies have you distributed this year?

Mr. COOLEY. About 80,000 to 85,000.

Mr. HENDERSON. Free?

Mr. COOLEY. Yes, sir; that includes the postmasters; 65,000 to the postmasters.

Mr. DOCKERY. How many have you distributed to people other than postmasters?

Mr. COOLEY. Indeed I have not kept any record, but not more than a few hundred, but to everybody who requested it.

Mr. DOCKERY. Those requests come from jobbers, merchants, and men who have a large correspondence.

Mr. COOLEY. Yes; and particularly from a class of people in Washington, attorneys who have a large outside correspondence.

Mr. HENDERSON. Those persons would be willing to pay the 10 per cent.

Mr. COOLEY. It will make the Guide very cheap to those who have to buy it.

Mr. HENDERSON. Well, the Postmaster-General must have submitted this?

Mr. COOLEY. So I see by the estimate, although I did not know it.

Mr. HENDERSON. I see the same provision applies to maps.

Mr. COOLEY. That is a standing provision which applies to the maps, and has applied to them for years. They are costly and they could not be given away out of that appropriation.

Mr. HENDERSON. I see there is a little change in the phraseology there.

The CHAIRMAN. Do you notice that change in the phraseology there? That in brackets is existing law and that in italics is what you want changed.

Mr. COOLEY. I will tell you the difference between the two and you may decide which you prefer; the cost of printing is a very different thing from cost. Cost of printing is preferable from a publisher's point of view, because it means to make further editions of maps is only the cost of presswork and printing and running off that copy. Cost is the whole cost of the clerk hire of the Department and everything which enters into it.

Mr. DOCKERY. What is the average cost of these maps?

Mr. COOLEY. For the single sheet it is 17 cents, for the four-sheet 66 cents, and a dollar to two for mounted.

Mr. DOCKERY. Do you furnish these maps to postmasters?

Mr. COOLEY. Only to first and second class postmasters.

Mr. DOCKERY. That brings up a question. I have frequently been applied to for these maps and have been unable to furnish them to my postmasters. Now, it does seem to me that the necessity is paramount, almost, to furnish these maps to postmasters.

Mr. COOLEY. Do you know the class of postmasters who have asked for them and could not get them?

Mr. DOCKERY. I could not say now, I speak only from a recollection of requests in years past.

Mr. COOLEY. We furnish other offices of considerable size.

Mr. HENDERSON. If any requests are forwarded you from postmasters, I mean third or fourth class postmasters, do you furnish them?

Mr. COOLEY. Only in case we have spare copies; if we have spare copies we furnish them.

Mr. HENDERSON. I know I had an application directly from a merchant, and as each member has one copy for himself I gave him mine, and I could not get another.

Mr. DOCKERY. How many first and second class postmasters are there now?

Mr. COOLEY. In the neighborhood of something like 600.

Mr. DOCKERY. And you say they cost 17 cents apiece.

Mr. COOLEY. That is a single-sheet map.

Mr. DOCKERY. What does it cost to mount it?

Mr. COOLEY. For a single-sheet copy it costs \$1, and the four-sheet, \$2.

Mr. DOCKERY. That would be \$2 for each of the 600, that would be \$1,200?

Mr. COOLEY. But that is for one map. The maps of the whole of the United States make twenty-six. They are in a collection of sets. Maps for all the United States would cover a space just twice as large as the two sides of this room.

Mr. DOCKERY. What do you estimate would be the cost of furnishing the St. Louis post-office with maps?

Mr. COOLEY. I should say a little over \$40 and some cents.

Mr. DOCKERY. There are 600 post-offices of first and second class postmasters?

Mr. COOLEY. Yes, sir.

Mr. DOCKERY. That would be—

Mr. COOLEY. Twenty-four thousand dollars. They do not all ask for full sets, but they ask for a set of the States right around the office.

Mr. HENDERSON. They are not much needed for small third and fourth class offices, they are mostly needed for large distributing offices?

Mr. COOLEY. Yes, sir; a small office with a few star routes does not want to know much about this.

Thereupon the committee adjourned subject to the call of the chairman.

MONDAY, May 9, 1892.

STATEMENT OF S. A. BROWN, CHIEF CLERK, STATE DEPARTMENT

Mr. HENDERSON. In order that you may understand our bills, I will state that everything in brackets is supposed to be dropped, and that in italics is new matter. I see in italics here the words "Second and Third Assistant Secretaries of State;" I presume that is a mere matter of phraseology about which there is nothing material. That is the result of the new law. For compensation of the Secretary of State, \$3,000; for First Assistant Secretary, or, as you have got it, "assistant secretary," \$4,500; Second and Third Assistant Secretaries of State, \$3,500; that is fixed by law.

Mr. BROWN. Yes, sir; it is fixed by law.

Mr. HENDERSON. Now, for six chiefs of bureau and one translator at \$2,500 each; there is an increase of \$400; what are the reasons for that?

Mr. BROWN. The Department has annually asked for that increase. It is difficult to get men to fill places as important as these for \$2,100, the salary which they now receive, and we are asking for an increase. When Fish was Secretary he recommended on one or two occasions that they be made \$3,000.

Mr. HENDERSON. I see you wish one index clerk whose duty shall be to make subject and synoptical indexes of the correspondence of the Department of State at \$1,800; "confidential assistant to examiner of claims \$1,800." Will you give us the reason for these recommendations?

Mr. BROWN. We have no clerk and it will be impossible to take one away from the other force, and besides we have to get a man who has experience in the work, and it is difficult to get such a man for less than \$1,800.

Mr. KIECKHOEFER. It is just such work as indexing the laws.

Mr. HENDERSON. Have you never had such a clerk in the Department?

Mr. BROWN. We never have.

Mr. HENDERSON. Why is the necessity greater now than it has heretofore been?

Mr. BROWN. We have asked for it almost continually for a good many years. It is almost necessary for the Department to have such a clerk.

The CHAIRMAN. Who has been doing that duty heretofore?

Mr. BROWN. I am sorry to say it has gone undone.

The CHAIRMAN. Is it indexing the statutes?

Mr. BROWN. No, sir; it is general correspondence and bringing them together under subjects, and it will be a saving of labor and time to the Department and a very great saving if we could have such a man.

Mr. HENDERSON. Why do you estimate for this confidential assistant to the examiner of claims?

Mr. BROWN. The examiner of claims is now an overworked official. He has more than he can do and an assistant is almost absolutely necessary for him to perform the work assigned to him by the Secretary.

Mr. HENDERSON. Why do you use the term "confidential?"

Mr. BROWN. I do not know; it goes without saying that he would be a confidential assistant.

Mr. KIECKHOEFER. It might be this, that the office is essentially confidential, and as a man has to know something about the law it might be to the interest of the examiner of claims and Secretary of State to have somebody appointed to that office who would not have to come under the civil-service regulations. He would like to have somebody under him in whom he would have confidence. He is like a private secretary; I think that was the idea in putting in the word "confidential," because any man could be appointed by him whom he knew and in whom he would have confidence and who would not be subject to civil-service rules.

Mr. DOCKERY. Have you estimated for this officer heretofore?

Mr. KIECKHOEFER. I think this is the first time we have estimated for this.

Mr. HENDERSON. You ask an increase of two clerks of class 3, one clerk of class 2, and one clerk of class 1; what are the reasons for this increase?

Mr. BROWN. The work of the Department since the close of the war has more than doubled; it has almost quadrupled. Our clerical force to-day is about the same as it was then and at the present we find ourselves compelled to borrow clerks from other departments, which is hardly a proper thing to do.

Mr. DOCKERY. The law authorizes it?

Mr. BROWN. Yes, sir, but it is a very difficult matter for them to let us have them and there is a great deal of objection.

Mr. HENDERSON. Are the departments from whom you borrowed clerks demanding them back?

Mr. BROWN. We borrowed one clerk from the Secretary of the Interior and they are very reluctant to give him up, but we have him still, and we will have to have him some little time. There is a great deal of work that ought to be done and it is to the interest of the Government it should be done, but we have not the force to do it.

Mr. HENDERSON. You want one clerk of class 2; how about that? You propose to drop one clerk of class 1, for indexing records. Is that a change of phraseology merely?

Mr. KIECKHOEFER. It is not intended to have any increase there, and may be a misprint. We intended to follow the law in the matter of clerks of class 2.

Mr. HENDERSON. I see right following there is a proposition to drop one clerk of class 2; maybe your plan was to change the phraseology in respect to it?

The CHAIRMAN. That is the whole of it.

Mr. KIECKHOEFER. We had one clerk for indexing records.

The CHAIRMAN. You simply want to call him a clerk?

Mr. KIECKHOEFER. Yes, sir.

The CHAIRMAN. There is no change except in phraseology?

Mr. KIECKHOEFER. Yes, sir.

Mr. HENDERSON. Now, coming to the 16 clerks of class 1, one of whom is to be a telegraph operator; there is an increase of one there.

The CHAIRMAN. He drops the telegraph operator below.

Mr. KIECKHOEFER. That is the same as the law provides.

Mr. HENDERSON. Why do you want it changed in that form. Does that increase the pay of the operator?

Mr. KIECKHOEFER. No, sir; the same thing exactly.

Mr. HENDERSON. I see that you estimate for one messenger at \$1,000.

Mr. KIECKHOEFER. That is an increase of \$160. The Secretary is very much in favor of that, and told me to be sure and have it put in the estimate; so it has been put in the estimate in that way. He has been there for many years and is an able

man. He has been there ever since Hamilton Fish was Secretary, and up to this time has been getting \$840.

Mr. HENDERSON. Are any messengers getting \$1,000 in the Department now?

Mr. BROWN. Not in our Department.

Mr. HENDERSON. I see you ask an increase of five assistant messengers; what is the necessity for them?

Mr. KIECKHOEFER. We have got six men borrowed from the Departments now. We have not got messenger force enough; that is just it. There are five stories in the building, and one or two bureaus on each floor, and the Department is one of correspondence, and papers have to be sent up and down stairs, and there is not enough there to do it. The Secretary always wants a messenger near him and so does the Assistant Secretary, and there is communication always going on and work is delayed because we have not got messengers enough to do it. We have borrowed men from other Departments. We have men borrowed now from the superintendent of the building. We have been asking this for a good many years; I remember explaining it to Mr. Butterworth.

The CHAIRMAN. From what Departments have you been borrowing messengers?

Mr. KIECKHOEFER. We borrowed three from the superintendent of the building, Mr. Williamson's force.

Mr. DOCKERY. You say you have heretofore estimated for this?

Mr. KIECKHOEFER. Yes, sir; for several years. We asked for it in Mr. Bayard's time and we have been asking for it ever since.

Mr. DOCKERY. What are the principal divisions of the work of this office?

Mr. KIECKHOEFER. Of the Department of State?

Mr. DOCKERY. Yes, sir.

Mr. KIECKHOEFER. Well, diplomatic and consular correspondence, and all domestic correspondence relating to international—

Mr. DOCKERY. Please state in a few words what the principal divisions are?

Mr. KIECKHOEFER. The Diplomatic Bureau, the Consular Bureau, the Bureau of Accounts, the Library Bureau, the Translator's Office, the Passport Bureau, and Bureau of Statistics. Those are the principal bureaus.

Mr. DOCKERY. Are you up with the current work in each one of those bureaus?

Mr. KIECKHOEFER. I think all the bureaus are up with the current work, except the indexing, which is back because they are not able to bring it up.

Mr. DOCKERY. How far is it behind?

Mr. KIECKHOEFER. I suppose it is way back—

Mr. BROWN. The indexing was commenced in 1870 and carried on some little time.

Mr. DOCKERY. How far in arrears is it now as compared with two years since?

Mr. BROWN. There has nothing been done on it.

Mr. DOCKERY. This is a new work entirely?

Mr. KIECKHOEFER. The bureau work is up except that, and that is desirable work because the correspondence is accumulating and it is more difficult to get such papers as it needs together.

Mr. DOCKERY. You have not heretofore undertaken this work?

The CHAIRMAN. You have a clerk at work now upon indexing of records; why can not you use him for that purpose?

Mr. KIECKHOEFER. No, sir; he is kept to do the current work of the Bureau. This is a sort of compilation of correspondence, getting it together and classing it under heads and subjects with a chronological register. For instance, the Secretary wants all that was written during Mr. Bayard's term on the subject of the Bering Sea fisheries, and the idea was to index all this and get this under one head and it takes an experienced man to do it, and it is hard to get a man for less than \$1,800.

Mr. DOCKERY. You have not undertaken this in former years?

Mr. KIECKHOEFER. We tried to do it with some clerks in the Department, but found that their regular duties and their inexperience in that line of work prevented them from doing very much. We made an effort to start the work one or two years. We have an excellent plan of it. Mr. Haswell, chief of the Bureau, has got a very excellent scheme for making that index, but it requires a skilled man and a person who knows what he is about to do this work.

Mr. HENDERSON. Turn now to page 26, to the item "For purchase and renovation of furniture, \$5,000," and state the reason for that recommendation.

Mr. BROWN. We have had very little money to furnish furniture, and what little furniture we have has not been renovated since we entered the Department about fifteen years ago. The furniture in the diplomatic reception room is very shabby indeed; faded and worn and full of holes, as you can see any time you visit the State Department, and we have a need of more furniture than we have. Our carpets are the same we purchased when we first entered that building, and many are worn full of holes, and some have become so worthless from wear that they are using the bare floors or using matting in winter.

Mr. KIECKHOEFER. I have not had a carpet on my floor for four years.

Mr. HENDERSON. Do you think there is a pressing necessity for it?

Mr. BROWN. Absolutely I think so. The condition of the Secretary's reception room is a disgrace to the Government.

Mr. KIECKHOEFER. I think that has been in use for seventeen years.

Mr. DOCKERY. Did you ever estimate for this before?

Mr. BROWN. Yes, sir.

Mr. DOCKERY. When?

Mr. BROWN. Last year, I think.

Mr. DOCKERY. Was it recommended then by the committee?

Mr. KIECKHOEFER. No, sir: I do not think the committee recommended it; I think it was passed over.

Mr. HENDERSON. Now, the next item here in italics is, "to enable the Secretary of State to purchase for the library of the Department of State books and manuscript, including a collection of books and pamphlets, etc." What about that?

Mr. KIECKHOEFER. Those are books that our librarian some years ago saw in London, and he thought it would be a very desirable thing historically for the Department to purchase them. We purchased the Franklin papers about that time, which proved a valuable accession to history, and Mr. Stevens in London sent these books over to let the Secretary look at them, and the Secretary was very much pleased with them, and for several years we have made a request to have the Government purchase them, but it has never been granted by the committee.

Mr. HENDERSON. How many of them are there?

Mr. KIECKHOEFER. I do not know the number of the volumes myself, because I have never counted them. I have seen the books many a time, but I have never counted the number of volumes. You know there has been a disposition on the part of the Government lately to get everything it could relating to the early history of the Government, particularly revolutionary history, and there are a great many things we have not got. We have made a similar request for other documents under the head of foreign intercourse. These books have been there for a long time, and we either ought to send them back or to pay the man for them. That is the situation now; a great many historical students have been there and have used these books, and we have had the benefit of them for several years, and we have never paid for them. The question now is, we either ought to pay for the books or send them back. I think Mr. Bayard asked for this appropriation, and we have asked for it every year since.

Mr. HENDERSON. On page 27 those changes are for editing and distributing the statutes?

Mr. KIECKHOEFER. Yes, sir.

Mr. HENDERSON. Now, in regard to the italicised matter following, "to enable the Secretary of State to purchase from John H. Haswell, etc.," tell us about that, please.

Mr. KIECKHOEFER. That has been recommended to Congress, and I think was started in Mr. Freylinghuysen's time. The matter came up in a special letter of the Secretary of State published in two or three executive documents about it, and that was put in the estimate, I think, during Mr. Bayard's time. Then when Mr. Blaine came in he thought he would not put it in the first year, but he concluded he would put it in there, and we have been asking for it ever since.

Mr. DOCKERY. That is quite an "old soldier?"

Mr. KIECKHOEFER. Yes, sir.

Mr. BROWN. It is an "old soldier," but it is a good one.

Mr. KIECKHOEFER. It is a magnificent book of reference.

The CHAIRMAN. I think that is all, unless probably you want to call attention to something else.

Mr. KIECKHOEFER. No, sir; I think not. We are not asking for anything more than is absolutely wanted; we do not want to get a slush fund or a big force, because we have been running only on necessary lines.

STATEMENT OF J. N. WHITNEY, CHIEF CLERK, BUREAU OF STATISTICS.

Mr. WHITNEY. The chief of the Bureau is temporarily absent, and I come to represent him.

Mr. HENDERSON. What is your position?

Mr. WHITNEY. Chief clerk of the Bureau of Statistics.

Mr. HENDERSON. Have you the bill before you?

Mr. WHITNEY. Yes, sir.

Mr. HENDERSON. I see you have recommended here an "assistant chief of Bureau, who shall perform the duty of chief clerk;" those are new words.

Mr. WHITNEY. They are new words. This change is made for the purpose of con-

forming with all the other bureaus of the Treasury Department. The Bureau of Statistics was left out of what was called the Kellogg bill reorganizing the Department, and that is to make it conform with the other bureaus. Now, the chief clerk has to be especially authorized to perform the duties of the chief in the absence of the chief of the Bureau. That is to enable the duties of chief clerk to fall upon the shoulders of the assistant chief in regular order without the special authority of the Secretary of the Treasury in each case.

Mr. HENDERSON. I see you want to change the term of special "statistical expert" to "chief of division;" why is that?

Mr. WHITNEY. For the same reason I have stated, that this bureau was left out of the reorganization and they have no chief of division. All the other bureaus have chiefs of divisions, but we have no such officer. We have chiefs of divisions, but they are merely designated by the head of the bureau, and they are not officially known as chiefs of divisions.

Mr. DINGLEY. Merely a change of name without an increase of an official or compensation?

Mr. WHITNEY. Yes, sir.

The CHAIRMAN. We increased it last year \$400?

Mr. WHITNEY. Two years ago.

Mr. HENDERSON. That seems to be all in that bureau where a change is recommended. If there are any questions, the gentlemen of the committee can put them.

Mr. DOCKERY. I desire to ask you what use was made of the \$1,500 appropriated for the services of extra clerks and other necessary expenditures connected with the collection of facts relative to the internal and foreign commerce of the United States?

Mr. WHITNEY. Yes, sir; I will tell you. Last year and this year a report has been prepared of the commerce of the lakes system. Of the appropriation this year there has been about \$450 expended out of the current year's appropriation.

Mr. DOCKERY. You have expended how much for this fiscal year?

Mr. WHITNEY. As I say, \$450.

Mr. DOCKERY. That is up to this time?

Mr. WHITNEY. Yes, sir.

Mr. DOCKERY. What did you expend during the fiscal year 1891?

Mr. WHITNEY. We expended the entire appropriation.

Mr. DOCKERY. For the year 1891?

Mr. WHITNEY. Yes, sir.

Mr. DOCKERY. What use did you make of it?

Mr. WHITNEY. It was paid for the expert and the maps. This expert was Mr. C. H. Keep, of Buffalo, who is secretary of the Lake Carriers' Association. He collected the statistics of the commerce of the lakes for the census.

Mr. DOCKERY. Is he in your office?

Mr. WHITNEY. No, sir; he is outside. All of this money has been expended outside of the office.

Mr. DOCKERY. And was paid to this gentleman at Buffalo?

Mr. WHITNEY. Yes, sir.

Mr. DOCKERY. What is his business?

Mr. WHITNEY. He is secretary of the Lake Carriers' Association at Buffalo, and a very bright young man.

Mr. DOCKERY. Is he receiving a salary from that association?

Mr. WHITNEY. I can not tell you, but I suppose he is, of course.

Mr. DOCKERY. What part of his time did you employ in the fiscal year 1891?

Mr. WHITNEY. The custom of expending this internal commerce money—you are doubtless familiar with a series of reports prepared on that subject—is to hire a man for a stated sum to collect statistics on that subject. He makes such expenditure of money as he chooses in hiring other persons to assist him.

Mr. DOCKERY. Did you give him the entire amount for the fiscal year 1891?

Mr. WHITNEY. No, sir; we only gave him about—I think we gave him in all about \$500 or \$600. You will see it is a mere pittance—

Mr. DOCKERY. We are asking for information. What use did you make of the remaining \$1,000?

Mr. WHITNEY. Well, a portion of that was expended—I should say, a couple of hundred dollars was expended—for books and maps, technical works on commerce, etc., for use in the bureau in replenishing its library in connection with the subject. This appropriation is made, you will see, for internal and foreign commerce. Some of these books have been bought for that purpose. I suppose \$100 or perhaps \$200 worth.

Mr. DOCKERY. How did you employ the remainder of the \$800?

Mr. WHITNEY. I think we paid the expert about \$600, and the maps and preparation of the maps and drafting, etc., cost about \$400.

Mr. DOCKERY. I notice this estimate in former years was much larger; in 1889 it was \$9,000; in 1890 it was \$7,000. What work did you do then that you are not now doing under this clause?

Mr. WHITNEY. For instance, the report prior to this was the report in regard to the industrial and other resources of seven or eight States. Then there were two prior reports, one in regard to the industrial, commercial, and other interests of the States west of the Mississippi River and east of the Rocky Mountains, and then another report of those States west of the Rocky Mountains. In each case an expert was employed in each State, who was paid as high as \$1,500.

Mr. DOCKERY. I understand you used the entire appropriation last year and have expended about \$150 of the appropriation for the current year up to this time?

Mr. WHITNEY. Yes, sir.

Mr. DOCKERY. As I understand, this fund is employed for preparing material for a report?

Mr. WHITNEY. Yes, sir.

Mr. DOCKERY. When do you expect to issue that report?

Mr. WHITNEY. The report of the lakes is expected to be issued in about a month or six weeks.

Mr. DOCKERY. How long have you been collecting material?

Mr. WHITNEY. Over a year. These reports of internal commerce have not been issued every year. Sometimes a year elapses, and I will say right here that this amount of \$1,500 is very small and we hardly know what subject we are to put it to work on as it is such a small sum. It commenced under Mr. Nimmo with \$25,000 and it has gradually run down until it is now \$1,500.

Mr. DOCKERY. You expect to issue the volume at an early date?

Mr. WHITNEY. Yes, sir. This commerce on the lakes is prepared and will be issued within the next three months according to how long it takes the printer to print, as the matter is already prepared.

Mr. DOCKERY. What use will you make of the remaining \$1,000 for the present year?

Mr. WHITNEY. We have not determined that yet.

Mr. DOCKERY. Suppose the committee recommend \$1,500 for the ensuing year, in what special work do you expect to employ that sum?

Mr. WHITNEY. As I remarked before, the sum is so small we hardly know what to do with it.

Mr. HENDERSON. Is there much to do?

Mr. WHITNEY. Well, yes; that is a great work; it is a great work if you undertake it.

Mr. DOCKERY. Do you think it is necessary or advisable to do it?

Mr. WHITNEY. I think the reports on the subject have been very valuable.

TREASURY DEPARTMENT, BUREAU OF STATISTICS,
Washington, D. C., May 7, 1892.

Hon. WM. S. HOLMAN, M. C.,

Chairman, Committee on Appropriations:

DEAR SIR: The chief of this Bureau having been summoned to appear before you in regard to its appropriation, in his temporary absence I have the honor to present a few facts and reasons why its force should be increased in numbers and salaries:

(1) The following is an extract from the last annual report of the chief of this Bureau giving the reasons why the force at that time, June 30, 1891, should be increased in numbers and salaries:

NECESSITY FOR INCREASE OF FORCE.

The present force of this Bureau, comprising only 30 clerks and 4 messengers and laborers, is not sufficient to perform the duties imposed upon it, and is frequently overtaxed. The public interest in statistics is becoming more widespread and general, and the demands upon the Bureau for information, which are constantly increasing, are not confined by any means to the regular statements and reports issued by the Bureau, but are greatly increasing for special statements in regard to the numerous articles of merchandise and products imported into and exported from our own and other countries. These inquiries are not only much more frequent, but relate to nearly all the industries of our country, covering a much larger field of investigation than heretofore, and tax to the utmost the ability and resources of the Bureau. That these commercial and economic statistics must be more elaborate and complete than heretofore is the result of the rapid growth and wonderful progress of our country in production, commerce, and intelligence.

Attention is also called to the unjust discrimination against this Bureau in the matter of salaries. It has only one clerk, other than the chief clerk, with salary above \$1,800. Its heads of divisions, having equally responsible duties with those of other heads of divisions in bureaus of this Department, are paid only \$1,800 per annum, while the latter receive salaries ranging from \$2,000 to \$2,400 per annum.

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I have recommended in my estimates for clerical service for the next fiscal year an increase in the force and the appropriation for salaries in this Bureau, which will place the clerks charged with responsible duties on an equal footing with those performing similar duties in other bureaus of this Department, and more nearly commensurate with the peculiar ability and fitness required for statistical work. In order to keep pace with the greatly increased demands made by the various Departments of the Government and by the public on this office, it is absolutely necessary for the Bureau to have an increase in efficient force.

Respectfully, yours,

S. G. BROCK,
Chief of Bureau.

HON. CHARLES FOSTER,
Secretary of the Treasury.

(2) Since the above was written it has become more and more apparent that the reciprocity treaties have largely increased the work of the Bureau by requiring separate special accounts to be kept of our trade with each of these countries, and the necessity of answering promptly the frequent and urgent inquiries and demands for immediate information upon this subject from the Government, Congress, and the general public.

(3) The force of this Bureau in 1869 was 54 clerks. It was gradually reduced until in 1877 it numbered 30 clerks, and has remained at that figure since the latter date, although the work of the Bureau, in consequence of the development of the country and the greater interest taken in economic and statistical questions, has very largely increased. The increase in the labor of the Bureau is partially indicated by the fact that in 1869, when the Bureau had 54 clerks, the total value of our foreign commerce in merchandise and specie was \$780,570,000, and on March 31, 1892, it was, in merchandise and specie, \$2,022,291,000, when the Bureau had only 30 clerks.

While these figures are not a complete index of the increased work of the office, still the examination, compilation, publication, etc., of the returns involving so large an amount as the latter figure, \$2,022,291,000, is much greater than when it was only \$780,570,000, or only about one-third of its magnitude at the present time.

Very respectfully,

J. N. WHITNEY,
Acting Chief of Bureau.

MR. DOCKERY. I asked that question because it appeared in the hearing two years ago that this reduction was made at the request of the chief of the division himself.

MR. WHITNEY. Yes, it was; the recommendation was made that this fund be abolished.

MR. DOCKERY. That was two years ago?

MR. WHITNEY. Yes, sir; that was unless a sufficient sum should be appropriated sufficient to work up material of value, and it can not be done on \$1,500. Unless you take one separate subject, such as the commerce of the lakes, in which case there was a man who had been over the subject the year before for the census, and we were able with this sum of money to get up work which I think will be quite valuable on that subject.

MR. DOCKERY. Do you not think the amount ought to be very much enlarged or the entire appropriation dispensed with?

MR. WHITNEY. That is my idea on the subject.

MR. DOCKERY. You either want more or you want none, as I understand it.

MR. WHITNEY. The small sum is very valuable in the collecting of facts in regard to internal and foreign commerce; we can not get it up in any other way. We have to employ somebody outside.

MR. HENDERSON. This sum will be wisely expended if it is given to you?

MR. WHITNEY. Yes, sir. I will be very glad to present to the committee a statement of the expenditure of the appropriation for any number of years. The last three, four, or ten years will show it has not been misappropriated, and on several occasions a balance has been turned into the Treasury at the end of the year.

MR. DOCKERY. I understand you to say you had not determined what use you should make of that \$1,500 the next year if we gave it to you?

MR. WHITNEY. The chief of the Bureau is not here, and I can not say exactly what his views are as to the expenditure of that sum of money for the coming year.

MR. DOCKERY. I understood you to say you had not determined how you would use it if we gave it to you?

MR. WHITNEY. I am simply the chief clerk, and I could not not speak authoritatively on that subject.

Mr. DOCKERY. Do you mean to say you are not advised as to the basis of this estimate for the next fiscal year?

Mr. WHITNEY. Not as to the money, except it will be worked up, and a great deal of valuable information will be collected.

Mr. DOCKERY. Do you know what use this \$1,500 is to be applied to?

Mr. WHITNEY. I do not know definitely what it will be applied to.

Mr. HENDERSON. Will you address a letter to Gen. Forney, chairman of the subcommittee, giving the basis of this estimate for \$1,500 for the next fiscal year?

Mr. WHITNEY. Yes, sir. Will you allow me to make one suggestion?

The CHAIRMAN. Yes, sir; go ahead.

Mr. WHITNEY. I want to make one statement which I have the permission of the Secretary of the Treasury to make. I do not know whether it has been done or not, but I wish to recommend an additional clerk for that Bureau on account of the large amount of work that has been thrown upon it in consequence of the reciprocity treaties.

Mr. DOCKERY. The Secretary of the Treasury has not made that estimate.

Mr. HENDERSON. Unless he has done it in a special letter.

Mr. WHITNEY. The request was made to him and he promised to make that special request.

Mr. HENDERSON. It has not been transmitted to us.

Mr. WHITNEY. I wanted to state the fact that these reciprocity treaties have increased the work of the Bureau at least one-fourth or one-fifth, I can not say how much. I call your attention to it from the fact that they want to know every day or every week whether there has been an increase in it, and the calls are so urgent from certain sources, from members of Congress and others, that they must be heeded.

The CHAIRMAN. Why don't you refer these letters to Mr. Curtis's Bureau?

Mr. WHITNEY. Unfortunately Mr. Curtis refers a good deal to us. I want to say we only have 30 clerks, which is the same force we have had since 1877; it has not been increased.

Mr. DOCKERY. Are you up with your work?

Mr. WHITNEY. You know in our Bureau you can do a great deal, but there are some things you can leave undone. If you gentlemen ask us for a great deal of information we can give you a great deal, but we are very short with that force. Just one more remark. I say that in 1877 we had 30 clerks; we have the same number now, and the value of our foreign commerce in imports and exports then was \$780,000,000; it is now up to March 31 last \$2,022,000,000, and yet still we have but those 30 clerks. Now, you can imagine the increase in the work upon the Bureau in consequence of the increase of our commerce, and the calls from the public and from members of Congress and Government officials have increased tenfold, and the discussion of economic subjects and subjects in regard to commerce twenty years ago was very little compared to what it is now.

Mr. HENDERSON. This is not referred to in the regular book of estimates, and you say you do not represent the head of that department. Is there anything further with this gentleman?

The CHAIRMAN. I think not.

Mr. HENDERSON. I see, Mr. Chairman, that the Assistant Secretary of the Treasury is here and we can hear him.

The CHAIRMAN. Very well. Will you take this seat, Mr. Secretary?

STATEMENT OF A. B. NETTLETON, ASSISTANT SECRETARY OF THE TREASURY.

The CHAIRMAN. I wish to call your attention to the miscellaneous division particularly, and I want to know what reason there is that the work done in this division or in the Bureau of Navigation could not be performed by the customs division.

Mr. NETTLETON. First, because the clerical force in the customs division is not equal to the work. Second, because they would be entirely green to the kind of work done in the miscellaneous division. Of course in time they could learn it, if they had the right men and enough of them, but they have not got the number to do it.

The CHAIRMAN. Suppose we gave you half the force that are here?

Mr. NETTLETON. I do not believe it would be equal to it by any means. In other words, I believe the force in the miscellaneous division is fully and industriously occupied on important work which ought not to be dwarfed or diminished. I have brought with me a typewritten memorandum in regard to the character of the work done in that division. Shall I read this to you?

The CHAIRMAN. Yes, sir.

MEMORANDUM OF THE BUSINESS OF THE MISCELLANEOUS DIVISION OF THE OFFICE OF THE SECRETARY OF THE TREASURY.

(1) *Captured and abandoned property, cotton cases, etc.*—This division has the custody of several wagonloads of Confederate records, captured during or after the war of the rebellion, the Pickett papers, for which Congress paid \$75,000, and a large quantity of records and papers in cotton cases, and captured and abandoned property cases, which were returned to the Secretary by Treasury agents acting under the regulations restricting intercourse with insurrectionary States, and which are now on file in this division.

The careful examination of these papers is required to answer the large number of calls of the Court of Claims and the Attorney-General for information as to the loyalty of claimants in several thousand cases now pending in the Court of Claims, and also as to any payments or allowances that might have been made by the Treasury and Department on such claims.

There is now a great pressure for answer to these calls, as well as to the calls in cases noted below, and the active and diligent labor of four clerks is now required, and at least four more clerks could be profitably employed in the same work for many months to come.

The great value placed upon these records by the Commissioners of Southern Claims was shown by the following remarks in their annual report to Congress, dated December 9, 1872, to wit:

"The rebel archives in the possession of the Secretary of the Treasury and of the Secretary of War have been most obligingly opened for our use. They contain written contemporary evidence of the position of thousands of persons in the service of, or having dealings with, the Confederacy. They are thus evidence of the highest value. Already they have furnished proof for the rejection of claims to a large amount. The knowledge that such papers are in the hands of the Government doubtless deters others from being presented."

The cotton claims alone, that were filed before the Secretary, and which were not allowed, were estimated to exceed \$13,000,000.

In addition to these were a large number of claims based upon other kinds of property, and upon property on plantations, and on city property, all of which were taken possession of by Army officers or agents of the Government. Claims of these classes are pending now, and are liable to come up at any time, especially on calls from committees in Congress, and they require a great deal of time and labor for their examination.

(2) *Southern claims cases.*—All the records of the so-called Southern Claims Commission, which expired in 1880, after nearly ten years' work, are on file in this division, and have to be frequently examined to answer calls for information on loyalty, etc., in several hundred cases which were reported by said Commission to the House of Representatives as rejected or disallowed, and which have been referred by the War Claims Committee to the Court of Claims under the Bowman Act. There were several thousand of those claims either rejected or not prosecuted, and they are still being referred to the Court of Claims, the number having already reached over eight thousand. This work is likely to continue for several years, and requires the attention of several clerks in connection with the cases above named. The Southern Claims Commissioners reported in their last report to Congress, dated March 9, 1880, that the total amount of the claims disallowed by them exceeded \$55,000,000. Under the Bowman act any of these claims can be referred to the Court of Claims, although Congress said in several acts that they should be "forever barred."

(3) *French spoliation cases.*—A large number of custom-house records were required to be sent here for examination in French spoliation cases, and they are now on file in this division. Frequent calls are made for the examination of these papers, and considerable time is taken up to answer such calls. It is said that over 5,000 French spoliation claims were filed in the Court of Claims, based upon the capture of about 1,000 or 1,200 different vessels. Comparatively few of these cases have been disposed of, and their pendency before the court is likely to continue for several years. In the meantime all the custom-house records referred to must be kept here and be frequently examined, papers found, and copies prepared for use in the court.

(4) *Direct-tax cases.*—Under section 4 of the direct-tax refunding act of March 2, 1891 (26 Stat., 822), a large number of claims have been and are being filed in this division by claimants living in South Carolina for the compensation provided by said act. These claims require the constant attention of the chief and assistant chief of said division in preparing them for action, or for reference to the Court of Claims, and in answering calls for information from said court or the Attorney-General. This requires the examination of numerous and voluminous records on file in this division, which were returned to the Secretary by the direct-tax commissioners for South Carolina. The amount appropriated for these claims was \$500,000.

(5) *Compromises under section 3469, Revised Statutes.*—Under section 3469, Revised

Statutes the Solicitor of the Treasury is required to send to the Secretary all cases the compromise of which is recommended by the Solicitor and the United States attorney in charge of the particular case. These cases are referred to this division for examination, and for the preparation of the Secretary's letters in answer thereto.

(6) *Internal-revenue matters*.—Under this head are included all cases that are referred by the Commissioner of Internal Revenue to the Secretary for his action, and may be arranged under the following sections, viz:

Sections 3297 and 3464: Applications for permits for the withdrawal of alcohol free of tax, which permits are prepared in this division for the signature of the Secretary. These are numerous.

Section 3221: Applications for abatement or refunding of tax on distilled spirits destroyed by fire or casualty while stored in distiller's bonded warehouse. These also are numerous, and frequently difficult.

Section 3220: Claims for refunding internal-revenue taxes erroneously paid.

Section 3329: Claims for allowance of drawback of internal-revenue tax paid on distilled spirits which are subsequently exported. These are numerous.

Section 3330: Applications for acceptance of collateral evidence where proof of landing spirits abroad is deficient.

Sections 827, 829, 838: Claims for allowance of fees by United States attorneys.

Section 3463: Claims for rewards by informers under Circular 99.

Section —: Awards to informers under the alien contract labor laws.

Section 3229: Compromise cases sent to the Secretary by Commissioner of Internal Revenue for approval or disapproval by the Secretary. These are numerous.

Sections 5292, 5293: Applications to the Secretary for remission of fines, penalties, and forfeitures in internal-revenue cases.

Section 3461: Applications to the Secretary for remission of the proceeds of sales of distillery property, etc., when wrongly seized and sold.

Section 3148: Special allowances to collectors of internal revenue by the Commissioner and requiring the approval of the Secretary. Numerous.

Section 3208: Approval of sales of land and also expenditures incurred in such sales.

Section 3755: Applications for disposition of property abandoned or hid during the war of the rebellion and found by correspondents.

In addition to the above, many letters are sent to this division to be answered which do not belong anywhere else.

Many years ago two divisions were consolidated and called the navigation and internal-revenue division. Subsequently the name was changed to the mercantile marine and internal-revenue division, and then, in 1882, the business of immigration was intrusted to the division. In 1887 the captured and abandoned property division was consolidated with this division and then it was called the miscellaneous division, on account of the large number of subjects it has to deal with.

It is obvious that the business of this division could not be transferred to any other division or bureau without causing a great deal of delay and confusion, and without transferring the force employed therein.

Mr. HENDERSON. You recommend here one special delivery messenger at \$720 in the division of mails and files; what is the necessity for that?

Mr. NETTLETON. We depend upon the division of mails and files to furnish special messengers for all kinds of duties not connected with any particular bureau, and in that way one or two are kept busy going to the Capitol and various departments.

The CHAIRMAN. Look on page 34. Look down at the bottom of the page and you will see one item under the head of "miscellaneous": one clerk of class 2, one clerk for \$1,000, one clerk at \$900 each. Now, what is the use of having that?

Mr. NETTLETON. The use is this: there are four clerks, all of whom are performing full duty, and who constitute a sort of flying squadron to be sent here and there to perform the various work—

The CHAIRMAN. Supernumerary?

Mr. NETTLETON. They are supernumerary, but they are constantly employed.

The CHAIRMAN. That is what we wanted to know, as we did not understand that. Now, I want to call your attention to the Immigration Bureau, and I want to know how many immigration inspectors there are.

Mr. NETTLETON. I can not say without calling upon the record. If I had thought that you desired that, I would have brought a memorandum with me.

The CHAIRMAN. We would like to know how many you have?

Mr. NETTLETON. Well, I will furnish that information this afternoon.

The CHAIRMAN. Please state their pay and where they are stationed.

Mr. HENDERSON. Just address us a letter giving that information.

Mr. NETTLETON. Yes, sir.

The CHAIRMAN. Now I would like to direct your attention specially to this, what practical results have been obtained in prosecutions for violations of the law in regard to alien contract labor last year and this year in the Bureau of Immigration.

We have given you a good deal of money and now we want to know what are the practical results?

Mr. NETTLETON. My answer would be this: I believe that the legislation itself has had the effect to prevent the great bulk of attempts to import alien contract labor. The very fact that a severe fine is attached to such action has had a necessary restraining effect upon responsible corporations and employers. They do not care to get into that kind of a row. Then the additional fact that the law is now vigorously enforced and examples have been made here and there in various part of the country, in my judgment, is a reminder, and the number of importations under contract to perform labor is exceedingly small, owing to those two causes.

The legislation advertises the whole situation to the country and all responsible employers, and then our inspectors have followed up any cases they can get track of and have made a few examples here and there wherever they have been able. I believe the work should be prosecuted just as it is, and I do not believe there are any too many persons employed in carrying out the details.

The CHAIRMAN. Was the alien contract law enforced by the Treasury Department previous to the establishment of this Bureau of Immigration?

Mr. NETTLETON. All that work was entirely under the supervision of the Secretary of the Treasury without the intervention of any bureau office. The details were attended to by this miscellaneous division I have just been reading to you, and the chief of the division practically performed the same duties that the present superintendent of immigration performed.

The CHAIRMAN. Was not that as well performed then as it is now?

Mr. NETTLETON. I think so.

Mr. DOCKERY. Is there any reason why one of the Assistant Secretaries or the Secretary of the Treasury could not perform that duty efficiently?

Mr. NETTLETON. There is no reason whatever.

STATEMENT OF E. C. O'BRIEN, CHIEF OF THE BUREAU OF NAVIGATION.

The CHAIRMAN. We want to know about the Bureau of Navigation, as to whether or not the duties performed by that office could not be performed by the customs division?

Mr. O'BRIEN. Well, I have only been chief of Navigation less than two months, and I have prepared a memorandum here explaining the question.

The CHAIRMAN. I suppose that will answer all the questions we desire to ask you, and you can hand that in and let it be published, and then we can read it at our leisure.

Mr. O'BRIEN. Do you wish me to put my name to it?

The CHAIRMAN. Yes, sir.

MEMORANDUM.

The office of Commissioner of Navigation was created by the act of Congress, approved July 5, 1884, entitled "An act to create a Bureau of Navigation in the Treasury Department."

The duties now assigned to the Bureau were performed prior to the date of said act in the mercantile marine division of the Secretary's Office, which division has been abolished, in the Bureau of Statistics, in the office of the Register of the Treasury, and by the judges of the various U. S. circuit courts, respectively.

A statement of the duties of the Bureau will indicate in the best manner the necessity for its existence.

A part of the duties of the office are imposed on it directly by specific legislation and a part under the clause of section 2 of the act cited, giving the Commissioner of Navigation general superintendence of the commercial marine and merchant seamen of the United States, so far as vessels and seamen are not, under existing laws, subject to the supervision of any officer of the Government. The act specified is as follows:

"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be in the Department of the Treasury of the United States a Bureau of Navigation, under the immediate charge of a Commissioner of Navigation.

"SEC. 2. That the Commissioner of Navigation, under the direction of the Secretary of the Treasury, shall have general superintendence of the commercial marine and merchant seamen of the United States, so far as vessels and seamen are not, under existing laws, subject to the supervision of any other officer of the Government. He shall be specially charged with the decision of all questions relating to the issue of

registers, enrollments, and licenses of vessels, and to the filing and preservation of those documents; and whenever in title forty-eight or fifty of the Revised Statutes any of the above-named documents are required to be surrendered or returned to the Register of the Treasury, such requirement is hereby repealed, and such documents shall be surrendered and returned to the Commissioner of Navigation. Said Commissioner shall have charge of all similar documents now in the keeping of the Register of the Treasury, and shall perform all the duties hitherto devolved upon said Register relating to navigation.

"SEC. 3. That the Commissioner of Navigation shall be charged with the supervision of the laws relating to the admeasurement of vessels, and the assignment of signal letters thereto, and of designating their official number; and on all questions of interpretation growing out of the execution of the laws relating to these subjects, and relating to the collection of tonnage tax, and to the refund of such tax when collected erroneously or illegally, his decision shall be final.

"SEC. 4. That the Commissioner shall annually prepare and publish a list of vessels of the United States belonging to the commercial marine, specifying the official number, signal letters, names, rig, tonnage, home port, and place and date of building of every vessel, distinguishing in such list sailing vessels from such as may be propelled by steam or other motive power. He shall also report annually to the Secretary of the Treasury the increase of vessels of the United States, by building or otherwise, specifying their number, rig, and motive power. He shall also investigate the operations of the laws relative to navigation, and annually report to the Secretary of the Treasury such particulars as may, in his judgment, admit of improvement or may require amendment.

"SEC. 5. That the Commissioner of Navigation shall, under the direction of the Secretary of the Treasury, be empowered to change the names of vessels of the United States, under such restrictions as may have been or shall be prescribed by act of Congress.

"SEC. 6. That the Commissioner of Navigation shall be appointed by the President of the United States, by and with the advice and consent of the Senate, and shall receive a salary of four thousand dollars per annum. And the Secretary of the Treasury shall have power to transfer from existing bureaus or divisions of the Treasury one clerk, to be designated as Deputy Commissioner of Navigation, to act with the full powers of said Commissioner during his temporary absence from his official duty for any cause, and such additional clerks as he may consider necessary to the successful operation of the Bureau of Navigation, without impairing the efficiency of the bureaus or divisions whence such clerks may be transferred."

Under the general clause above quoted in section 2, this Department, by its circular of July 18, 1884, ordered that certain duties be assigned to the Bureau. The order was in the following terms:

"Whereas Congress, by an act approved July 5, 1884, authorized the establishment of a Bureau of Navigation in the Treasury Department, and charged a Commissioner with its control and management, subject to the direction of the Secretary of the Treasury, it is hereby ordered that said Commissioner shall have power to give instructions, over his own signature as Commissioner of Navigation, to collectors of customs in all matters essential to the fulfillment of the duties with which he is charged in the second, third, fourth, and fifth sections of said act, and address over his own signature all persons with whom in his judgment it may be necessary to communicate in furtherance of the objects for which said Bureau was established, and he will so organize his office that the duties prescribed in the act may be most promptly and efficiently performed.

"The duties relating to navigation hitherto assigned to the Register of the Treasury having been devolved upon him, he will sign, as Commissioner of Navigation, the certificates of registry of vessels as authorized and required by section 4158 of the Revised Statutes, and he will cause to be transmitted the requisite supply of forms of such instruments to collectors of customs; but he will treat as valid and still in force all such outstanding instruments as bear the signature of the Register of the Treasury, and will allow the issue of such instruments with the Register's signature till new ones with his own official signature can be supplied to collectors.

"The Commissioner of Navigation shall supervise the action of shipping commissioners as devolved upon the Secretary of the Treasury by the tenth section of the shipping act approved June 26, 1884, and, with the approval of the Secretary of the Treasury, shall regulate the mode of conducting business in their offices, and perform such other duties pertaining to the care of seamen as would devolve upon the Secretary of the Treasury by virtue of the provisions of the said act or Title LIII of the Revised Statutes.

"He will also give instructions to collectors of customs in regard to the documenting of vessels and their clearance, entry, and movements and the collection of tonnage duties therefrom so far as they may be required by the provisions of said shipping act and Titles XXXIV and XLVIII of the Revised Statutes.

"He shall also issue to collectors of customs such instructions in regard to the entry of vessels into ports subject to quarantine as may be required by the public health and permitted by Title LVIII of the Revised Statutes.

"In all cases in which it is necessary for the head of the Bureau of Navigation to communicate with the head of a Department, he will make such communication through the Secretary of the Treasury.

"For the guidance of the Commissioner of Navigation in respects not necessary to be here enumerated, he is referred to the act itself, herewith published."

In this connection reference is made to the shipping act approved June 26, 1884, and also to the act approved June 19, 1886, commonly called the "Dingley act," and particularly to the fact that under section 27 of the act of June 26, above cited, the supervision of the offices of shipping commissioners was removed from the jurisdiction of the United States circuit courts and imposed on this Department, which assigned the work connected with the matter to the Bureau of Navigation. Besides these duties there was assigned to the Bureau by the Secretary, in circular of June 22, 1887, the following work, formerly done in the office of the Secretary, viz:

"On the 1st day of July, 1887, the following work will be transferred from the division of mercantile marine and internal revenue and captured property, claims, and lands to the Bureau of Navigation, to wit, the examination and disposal of petitions for the remission of fines, penalties, and forfeitures under the navigation and steamboat laws. Second, the collection, preservation, and sale of wrecked, abandoned, and derelict property."

Since then the consideration of questions arising under the present complicated system of fees of customs officers, consular officers, etc., has been imposed on the Bureau.

The range of cases which the Bureau has to act upon may be seen in part by reference to the following titles of the Revised Statutes and acts of Congress: Title XXIX, Revised Statutes, relating to immigration; the passenger acts of 1882, etc., now in force; the Dingley acts of June 26, 1884, and June 19, 1886, and amendments thereof; title XXXIII, Revised Statutes, relating to duties on imports; title XXXIV, Revised Statutes, relating to collection of duties; title XLVIII, Revised Statutes, relating to commerce and navigation; title XLIX, Revised Statutes, regulation of vessels in foreign commerce; title L, Revised Statutes, regulation of vessels in domestic commerce; title LI, Revised Statutes, regulation of fisheries; title LII, Revised Statutes, regulation of steam vessels; title LIII, Revised Statutes, merchant seamen, shipping commissioners, shipment of seamen, wages and effects of seamen, discharge of seamen, protection and relief of seamen, fees, offenses, and punishments; to other laws bearing upon ships, seamen, remissions, prosecutions, etc., to the General Treasury Regulations; to the treaties and conventions between the United States and foreign countries so far as they affect vessels, seamen, commercial questions, etc.; and to the laws and regulations governing consular officers in the consideration of matters affecting vessels, seamen, wages, deserters, etc. The Bureau also prepares letters relating to compromises of certain claims in favor of the United States. In some instances the orders, regulations, decisions, etc., necessary, are signed by the Commissioner of Navigation, and in others they are prepared in the Bureau of Navigation for the signature of the Secretary or the proper Assistant Secretary.

The cases considered are often technical and complicated, and the questions arising troublesome and perplexing. It may be stated that quite often the action is entirely discretionary and dependent on the conclusions and opinions reached after investigation of the facts in the particular case. Thus by the laws relating to the remission and mitigation of fines, penalties, and forfeitures, authority is given in particular cases to the deciding officer to ascertain the facts in "such manner," and "under such regulations as he may deem proper," and thereupon to remit or mitigate upon such terms as "he, in his discretion, shall think proper." Another example of the discretionary powers imposed on the Commissioner of Navigation by Congress is to be found in the act of March 2, 1881, relating to changes in the names of vessels, which, in connection with the act of July 5, 1884, authorizes "the Commissioner of Navigation to change the name" of a vessel under the established regulations. "when, in his opinion, there shall be sufficient cause for so doing." Other instances might be adduced in which the action is discretionary, and a matter of opinion not dependent on fixed rules. In other cases the decision must be in accordance with certain facts, which it may be quite difficult to ascertain satisfactorily. As has been shown above the Bureau is connected with the execution of a very considerable portion of the laws embodied in the Revised Statutes of the United States, many of which laws infringe on the natural rights of private individuals, and must be administered with the utmost prudence.

The passage of the bill creating the Bureau was recommended by the Secretary of the Treasury in 1884, and was unanimously reported from the Shipping Committee in the House of Representatives, with the following statement:

"Under existing laws the supervision of the merchant marine and of all the inter-

ests which attach to it is distributed in various bureaus and divisions, and among different officials in the Treasury Department. So much of the supervision of the merchant marine as relates to the registration, the licensing, and the enrollment of vessels is by an old law, passed in 1792, in the office of the Register of the Treasury. This officer is a financial officer, and has no connection appropriately with the duties that relate to the enrollment, the licensing, and the registering of vessels. All the duties which relate to the administration of the tonnage tax and to the admeasurement of vessels are placed, not by law, but by an order of the Treasury Department, in the so-called tonnage (navigation) division. All of those matters relating to our merchant marine that affect the naming and the change of names of vessels of the merchant marine are in the Bureau of Statistics. With this divided responsibility, as stated by the Secretary of the Treasury in his last report, there is no official under our Government who feels charged with the administration of the care of the laws relating to the merchant marine of the country.

"The Secretary of the Treasury therefore recommends, and the committee are united in approving the recommendation, that there be established in the Treasury Department a bureau similar in all respects to the British Board of Trade which has charge of the British marine, with a head who shall be amply fitted by experience and by ability to direct affairs relating to our merchant marine, to suggest to Congress needed amendments of all antiquated shipping laws, and in general to take that charge of the merchant marine of this country that the president of the British Board of Trade takes of the British merchant marine."

An examination of the Congressional Record shows that there was no vote against the measure in the House. The reasons which existed for the creation of the Bureau apply with equal force to its continuance.

All the work above mentioned must be done somewhere, and can be better disposed of in a separate and distinct office like the Bureau of Navigation than when distributed among several branches of the Department. The consolidation of the work in one bureau prevents duplication, and results in better service.

Referring to your third inquiry, therefore, I have to state that in my opinion "the existence of the Bureau of Navigation" is necessary.

Respectfully, yours,

E. W. O'BRIEN.

STATEMENT OF G. M. WEST, CHIEF STEAMBOAT INSPECTION SERVICE.

Mr. HENDERSON. I see there is an increase recommended of one chief clerk from \$1,800 to \$2,000.

Mr. WEST. That recommendation was made to place the chief clerk of the office upon the same footing as the other Department chief clerks. It has been at various times recommended by the Department heretofore.

Mr. DOCKERY. It is only an increase of salary?

Mr. WEST. Yes, sir; it simply increases it \$200.

Mr. HENDERSON. That is the only increase?

Mr. WEST. Yes, sir; except that they increase it \$200.

Mr. HENDERSON. That is the only change you have got there?

Mr. WEST. Yes, sir.

STATEMENT OF CAPT. F. V. MCNAIR, DIRECTOR NAVAL OBSERVATORY.

Mr. HENDERSON. I see you want one photographer, with pay increased from \$1,200 to \$1,800?

Capt. MCNAIR. Yes, from \$1,200 to \$1,800. Prof. Harkness was on the examining board of last year before the Civil Service Commission, and they found no one except ordinary photographers, and even they were very few. In order to carry on this work it is necessary that the man should have a little knowledge of the heavenly bodies and be familiar with the use of the instruments, and it was found that no one of such knowledge and with the ability required could be obtained in that way, and by inquiry I found that to get such a man it would require the pay of an assistant astronomer, or about the pay of \$1,800 a year.

Mr. HENDERSON. Have you one now employed?

Capt. MCNAIR. We have not; I have not been able to fill the place out of the appropriation, so it has never been used.

Mr. HENDERSON. You can not utilize this because you can not get a competent man for the place for that money?

Capt. MCNAIR. The pay is not sufficient for a man of the kind that is required.

Mr. HENDERSON. And such a man as you have described is absolutely needed?

Capt. MCNAIR. He is needed very much.

The CHAIRMAN. But you have got along now without him.

Capt. MCNAIR. Because we are just transferring our instruments and getting ready to go into the new Naval Observatory. As soon as the new instrument is mounted with the photographic attachment he will be absolutely necessary if the instruments are to be used at all. What work we do now is done by an assistant astronomer, by Prof. Harkness himself.

The CHAIRMAN. I see you want two skilled laborers, one at \$1,200 and one at \$720, and you want the words put in "foreman and captain of the watch;" is that a new office?

Capt. MCNAIR. Well, this man has been doing duty the whole year. My pay-roll has been for labor on that building and one thing and another, carrying about \$3,000 a month, upwards of \$1,500 in fifteen days has to be paid, and this man has been superintendent of this work like a foreman who would get \$4 or \$5 a day in the same place. He has been paying off the men for one year and he has been doing this work. The new Observatory has 70 acres of ground, which will require a foreman's constant supervision, and I thought it was a good thing to change his name and give him \$200 extra and put him in a position where there could be no question about his position. There is a question in regard to his position now among the watchmen sometimes, and they do not exactly like his exercising authority over them, and that sort of thing.

Mr. DOCKERY. Could you not give him that authority without additional pay?

Capt. MCNAIR. Oh yes, I could do it, but I do not think it is an unfair salary considering the work he has got to do. He is a very valuable man and he has been doing very valuable work.

Mr. HENDERSON. What about that elevator?

Capt. MCNAIR. We have got an elevator which runs about four stories, counting the basement, and we have a great many people who come out to look at the Observatory and stars. Last year the number of visitors we had were about 3,000, ladies principally and school children, and they go to the top of the Observatory.

Mr. DOCKERY. How do you get up to the top of the Observatory now?

Capt. MCNAIR. We walk up a little area steps.

Mr. HENDERSON. And you think you will have to have an elevator conductor?

Capt. MCNAIR. We have no elevator in the present Observatory, but you see we move in July to this new Observatory there, and we will have to have a man to run that elevator.

Mr. DOCKERY. You are not now using this elevator?

Mr. MCNAIR. No, sir; we will only use it when we shift, on the first of August or middle of July.

Mr. DOCKERY. Are you not in the new Observatory now?

Capt. MCNAIR. No, sir.

Mr. DOCKERY. You have not moved yet?

Capt. MCNAIR. The contractor went back on me, and it took six months to take an inventory and get a new man at work. He promised to finish the first of June, and all these men I have estimated for have been working out there steadily.

Mr. DOCKERY. I thought you were in there?

Capt. MCNAIR. No, sir; the whole is it is a broken contract; it is two years behind time.

Mr. DOCKERY. We gave you this force the last time for this new Observatory.

Capt. MCNAIR. They have been working all there at the new Observatory; they have had plenty of work.

The CHAIRMAN. Do not you think you can get a man to run the elevator out of the 6 watchmen and 11 laborers we gave you last year?

Capt. MCNAIR. The number of laborers is not near enough. I have 2 dynamos, 2 engines, and 2 large houses, and 3 boilers and 1 house, and only 2 firemen and 1 engineer to run them. We have got to have 3 for that; and then there is the care of pumping the water to the standpipe which has been built. These laborers have to be taken out for that work. In fact the allowance was made out for 19 laborers instead of 11, but it was cut out of my estimate by the Navy Department.

Mr. HENDERSON. Where is this new Observatory?

Capt. MCNAIR. It is—I do not know whether you can see it out of the window or not, but it is about north-northwest.

Mr. HENDERSON. Not towards Arlington?

Capt. MCNAIR. No, sir; towards the Park.

Mr. HENDERSON. I see you want some charwomen?

Capt. MCNAIR. Yes; we have no one to clean up.

Mr. DOCKERY. Who does that now?

Capt. McNAIR. There is not much to clean up. We have let the old place run down.

Mr. DOCKERY. You abandon the old Observatory?

Capt. McNAIR. Entirely after the first of August.

Mr. DOCKERY. Who is doing that work now?

Capt. McNAIR. I do not know who will do it after I leave; I do not know what will be done with the place.

Mr. DOCKERY. But who does the work now; I refer to the work of charwomen at the old Observatory?

Capt. McNAIR. We have not had anyone; it is a much smaller place than the new Observatory, and I have hired people occasionally to clean out of the contingent fund. That is the only way we got a cleaning up last spring, which was pretty thoroughly done. The force I have there now is not sufficient to properly take care of that place out there.

Mr. DOCKERY. I notice that last year you estimated for this photographer at \$1,500?

Capt. McNAIR. Yes; you cut me down to \$1,200.

Mr. DOCKERY. It was a unanimous action, I think.

The CHAIRMAN. Do not you think you could get one for \$1,500?

Capt. McNAIR. I would refer you to Prof. Harkness. He was on the board of examiners.

Mr. HENDERSON. You say this is a needed man and that amount is needed to secure him?

Capt. McNAIR. Yes, sir.

Mr. DOCKERY. Could not you get one for \$1,500?

Capt. McNAIR. I thought then we might get one for that sum, but I doubt it very much now. The trouble is, it is not the mere mechanical part or doing the mechanical work, the photographic work; it is the additional fact of knowing how to do that work which requires a certain amount of knowledge of astronomy.

The CHAIRMAN. Suppose we did not give you the elevator conductor, can not you get one of the laborers to discharge that duty?

Capt. McNAIR. I would not like to trust an elevator, with my experience of some of the Departments here, to an ordinary man who was not used to it. Owing to the size of the building and the extent of the ground, and with the condition of things there, we ought to have more people. I suppose there is no place in Washington of its extent that is run with such a small force as that place is now.

Mr. HENDERSON. On page 96 I think you estimate for books, engravings, photographs, pictures, and periodicals, and add the words "and supplies," and "and binding for the same," \$2,000. Why is that?

Capt. McNAIR. Well, that sum was down at \$5,000, which was about what it cost, and it was cut down to that by the Navy Department, hence that rather strong language in the note there. Heretofore we have got the binding done by the Navy Department and it has had a deficiency, and now they are not able and have not the money to do it with. We are away behind in our volumes, which are lying there unbound. I will say I got \$1,000 last year from the Department to do the binding, and they hung it up before I had spent half. Something certainly ought to be done about it, and not let the books lie there unbound.

Mr. HENDERSON. I see in the next paragraph that you add the words "transmission of public documents through the," and you strike out "institution for freight on Observatory publications sent to foreign countries," and you add the word "exchange."

Capt. McNAIR. Yes, sir. All of our documents that are sent abroad, of which there are about 300 institutions with which we exchange, pass through the Smithsonian Institution under their appropriation of \$17,000 for transmission of public documents abroad. We give them if we can spare any money from the contingent fund. Last year I gave them \$250. Then the law was changed. Originally there was a separate clause, and year before last, at the end of 1890, I think it was, it was placed upon the contingent fund by adding \$50 to the contingent fund. It cost last year nearly \$500. This estimate for the transmission of public documents through the Smithsonian Institution, or freight on observatory publications sent to foreign countries, exchange, foreign postage, expressage, etc., is simply putting it in the form absolutely as it has been done; there is no change.

Mr. HENDERSON. Do you use the word "exchange" instead of the bracketed part?

Capt. McNAIR. We send all our exchanges through the Smithsonian Institution. You understand, of course, the Smithsonian Institution has agents abroad, so we send out, as a rule, all our exchanges through them, and we give them what we can over and above—

Mr. HENDERSON. We are not discussing that at all; but I simply want to know if the use of the word "exchange" is more desirable than the bracketed word?

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Capt. MCNAIR. I think the word "exchange" is a more desirable word, because it is what it really means.

Mr. DOCKERY. What did you expend under that clause for the fiscal year 1891?

Capt. MCNAIR. For the Smithsonian—

Mr. DOCKERY. Under this clause, this paragraph there?

Capt. MCNAIR. Four thousand five hundred and fifty dollars, all told; we spent the whole of it, and I gave the Smithsonian \$251.

Mr. HENDERSON. Tell us about the last paragraph, which is all new.

Capt. MCNAIR. Here is the report of the engineer upon the subject: He has got three boilers there and he has two engines, and also a pump for a well which is some distance off and which pumps water to the standpipe; he has all the electric-wiring storage batteries, which have to be used at certain times, to take care of; and the necessary fuel, and that alone will amount to 800 tons, at the lowest calculation, annually. It costs \$7 a ton to get that up the hill, where I buy it for less than \$6 to get it where I am now. I have tried that by asking the dealers here.

Mr. DOCKERY. This paragraph contemplates additional expenses to those heretofore authorized at the old Observatory?

Capt. MCNAIR. Which we have not heretofore expended at the old Observatory.

Mr. HENDERSON. Because the new Observatory has a new plant?

Capt. MCNAIR. Yes, sir; it is less by \$2,000 than what I asked for; it is cut down by the Navy Department.

Mr. DOCKERY. Suppose you send us that statement of the engineer, or if you have it here you can file it.

Capt. MCNAIR. Suppose I just file this, then:

U. S. NAVAL OBSERVATORY,
August 24, 1891.

Capt. F. V. MCNAIR, U. S. Navy,
Superintendent U. S. Naval Observatory:

SIR: There will be required for the maintenance and repair of boilers, engines, heating apparatus, electric lighting, and power plant, and water-supply system, at the new Naval Observatory, for the fiscal year ending June 30, 1893, the following:

Fuel, coal, and wood	\$5,850.00
Oils, other than paint oils	173.40
Tools	50.00
Pipe	125.00
Insulated wire	100.00
Electrical supplies	100.00
Electric lamps	450.00
Other materials	200.00
Maintenance of storage battery	1,050.00
Repairs to engines, pumps, dynamos	100.00

The above is itemized as follows:

Other materials, assorted:	
100 pounds sheet rubber, assorted, at 30 cents	\$30.00
3 pounds putz pomade, at 50 cents	1.50
50 pounds asbestos packing, at 70 cents	35.00
10 pounds solder, at 19 cents	1.90
50 pounds bolts and nuts, assorted, at 30 cents	15.00
10 pounds assorted wire (iron, steel, brass, copper)	5.00
5 gallons alcohol, at \$2.25	11.25
1 pound hydrochloric acid	1.00
1 pound soldering salts	1.00
Other supplies as may be needed	53.10
	200.00
Repairs to engines, pumps, and dynamos	100.00
Maintenance of storage battery, renewal of positive plates, acid, and for other depreciation	1,050.00

Very respectfully,

A. V. ZANE,
Passed Assistant Engineer, U. S. Navy.

Fuel:	
800 tons anthracite coal, at \$7	\$5,600.00
50 cords wood, at \$5	250.00
Oils, other than paint oils:	
80 gallons cylinder oil, at 68 cents	\$54.40
150 gallons machine oil, at 58 cents	87.00
40 gallons lard oil, at 80 cents	32.00
	173.40

Tools:

12 cold chisels, at 50 cents.....	\$6.00	
12 files, assorted, at 30 cents.....	3.60	
12 drills, assorted, at 50 cents.....	6.00	
6 squirt cans, at 50 cents.....	3.00	
6 hand lamps, at 50 cents.....	3.00	
3 oil feeders, at \$1.50.....	4.50	
Other tools as may be required.....	23.90	
		\$50.00
Pipe: 500 feet wrought-iron pipe, various sizes, at 25 cents.....		125.00
Wire, insulated, for leads, branches, and flexible conductor.....		100.00
Electrical supplies, cut-outs, switches, fuses, etc., as may be required....		100.00
Electric lamps, to repair those broken and worn-out, 600 at 75 cents.....		450.00
Other materials:		
25 pounds tallow, at 16 cents.....		4.00
5 quires emery cloth, at 75 cents.....		3.75
2 quires crocus cloth, at \$1.....		2.00
1 pound ground glass.....		.50
100 pounds red lead, at 15 cents.....		15.00
100 pounds white lead, at 20 cents.....		20.00

I would here call your attention to the inadequate force of mechanics, namely, one engineer and two firemen, provided for in connection with this quite extensive plant. The engines and dynamos being in a separate building from the boilers and pumps, two attendants will have to be on duty at all times, one on the boilers, for the reason that independently of the fact that constant and attention are necessary to maintain a constant steam pressure, boilers under steam should never be left unattended, the danger of accident being an ever present one, and to be guarded against only by constant supervision. One attendant must devote his care and attention to the engines, dynamos, pumps, and storage battery, and be available to attend to the numerous pipes, valves, pumps, etc., which are situated at various points in the buildings and grounds in case of accident or defect developing in the course of his tour of duty.

I will therefore have to put the said engineer and two firemen in watches of eight hours each in the dynamo house, and must ask that for the present three of the laboring force of the observatory be detailed for work in the boiler house; they can be instructed in the duties that they will have to perform as firemen, while the two firemen already partially skilled can be taught the duties of the engineer in charge of the engines and dynamos. And in the meantime I would respectfully suggest that Congress be asked to increase the force by three firemen, and to raise the two firemen already allowed to the grade of engineer. I can think of nothing more urgently necessary than this increase.

Very respectfully,

A. V. ZANE,

Passed Assistant Engineer, U. S. Navy.

Mr. HENDERSON. This money is absolutely needed?

Capt. McNAIR. Yes, sir; it is absolutely needed.

Mr. DOCKERY. Turn back to the bottom of page 95 of the bill and tell us what you expended "for miscellaneous computations" for the fiscal year 1891?

Capt. McNAIR. There is lots of back work, such as observations—

Mr. DOCKERY. I am not asking the nature of the work, but what has been spent for the fiscal year 1891.

Capt. McNAIR. We spent all of it.

Mr. DOCKERY. How about the next item, "for apparatus and instruments, and for repairs of the same?"

Capt. McNAIR. We spent every bit of it, and I wish I had some more.

The CHAIRMAN. Will you require that much this year?

Capt. McNAIR. We will require more than that to put it in proper repair.

STATEMENT OF DR. WALTER WYMAN, MARINE HOSPITAL SERVICE.

Mr. DOCKERY. I note an increase of a clerk at \$1,200 in the last Congress; do you need him?

Dr. WYMAN. Yes, sir.

Mr. DOCKERY. Do you use him all the time?

Dr. WYMAN. All the time.

Mr. DOCKERY. You are quite sure you will need him for the coming year?

Dr. WYMAN. I am quite sure; yes, sir.

Whereupon the committee adjourned to meet at 11 a. m. to-morrow, Tuesday, May 10, 1892.

TUESDAY, May 10, 1892.

STATEMENT OF T. H. CARTER, COMMISSIONER OF THE GENERAL LAND OFFICE.

Mr. HENDERSON. Mr. Commissioner, turn to page 117, to the item of surveyors-general and their clerks. Take the first one there, the Territory of Arizona. I see \$3,000 is asked for the surveyor-general instead of \$2,500. I suppose that \$3,000 is fixed by law?

Mr. CARTER. Three thousand dollars is the amount fixed by the statute as the compensation of the surveyor-general.

Mr. HENDERSON. How about the matter of clerks there; that is, increased from \$3,000 to \$4,500?

Mr. CARTER. For the present fiscal year the amount appropriated was \$3,000, and that sum is not adequate to dispose of the amount of work which has accumulated in the surveyor-general's office and will accumulate as the result of the appropriations for the present year for the public surveys.

Mr. HENDERSON. Do you mean there will be a deficiency there?

Mr. CARTER. We will not have a deficiency, for the reason we will not employ any more people than the appropriation will justify us in employing; but we will not be able to dispose of work that will result from surveys made by the appropriations for the current year.

Mr. HENDERSON. Is the \$3,000 for the surveyor-general of California the amount that has been fixed by law?

Mr. CARTER. Yes, sir, that is the compensation fixed by law.

Mr. HENDERSON. I see there is an increase there for clerks; what is the current law there?

Mr. CARTER. The note appended to the estimate explains that as fully as I can explain it.

Mr. HENDERSON. You have nothing additional to what is in the note?

Mr. CARTER. No, sir.

Mr. HENDERSON. Now, about the surveyor-general of Colorado. There is an increase there asked for; is that fully covered by the note, or have you any additional statement you desire to make in regard to it?

Mr. CARTER. No, sir, I have nothing additional.

Mr. HENDERSON. Where it is fully covered by the note, we will not take up time about it.

Mr. CARTER. I do not know of an item that can be any more clearly elucidated than by reference to the note except as to the matter of deficiency and the sums that have been covered into the Treasury upon appropriations—

Mr. HENDERSON. Well, the matter of deficiency will come up when we take up the deficiency bill.

Mr. CARTER. I am not asking for a deficiency, but I am merely mentioning a deficiency with a view of having you more clearly comprehend the necessity of the service. For instance, in the appropriation made for 1891, \$3,000 for Arizona, the accumulated work was not fully disposed of, but we turned into the Treasury \$36. The fact that that amount was covered in would not indicate that a much greater amount could not have been advantageously used, but it was not sufficient of course to hire an additional clerk for even a month.

The CHAIRMAN. What is the necessity of continuing this surveyor-general at Florida any longer? Are they not through with all the land down there?

Mr. CARTER. There are some surveys still to be made in the State of Florida. The surveyor-general is the custodian of records, and he seems essential in that State for the adjustment of certain railroad and swamp lands and other grants, and it is a pretty busy office.

Mr. DOCKERY. Why do you estimate an increase of the salaries of the surveyors-general?

Mr. CARTER. We do not estimate any increase. We are estimating the amount fixed by law as the compensation.

Mr. DOCKERY. Is there any greater reason that these salaries should be increased this year than last year?

Mr. CARTER. I know of no reason that exists now that did not exist then.

Mr. HENDERSON. Now, turn to page 119. I see you have estimated \$1,500 for the restoration of defaced and mutilated records. I see that is in the Colorado office?

Mr. CARTER. Yes, sir.

Mr. HENDERSON. Can you throw any light on that? I do not see that it is referred to in this note.

Mr. CARTER. The constant handling of the records of the surveyor-general's office has resulted in the defacing of some of the plats and records to such an extent that there is danger of their becoming wholly obliterated, and it seems important in that State, as well as in the State of Louisiana and some of the other States, to reproduce those records before they become so faded and mutilated as to be illegible.

Mr. HENDERSON. Well, the other matters of the land offices are sufficiently covered by the note.

Mr. CARTER. I think the other matter is covered by the note relating to it. I wish to explain, in 1891 we turned in from the appropriation for clerk hire in the State of Minnesota the sum of \$1,749.42 into the Treasury, and that fact would indicate that the appropriation for that year was excessive, and in consequence that the sum of \$3,000 appropriated for the current year was greater than was necessary. I wish to say in connection with the State of Minnesota that certain lands known as White Earth and Red Lake lands in that State are being surveyed, and will cause an extraordinary amount of work for the next fiscal year, and that while the amount covered into the Treasury at the close of 1891 would indicate that the appropriation might be reduced for Minnesota, it would be unsafe to make a reduction this year for the reason I suggest, that these Red Lake and White Earth Indian lands are being surveyed and there will be a large volume of work.

The CHAIRMAN. You said you turned in some appropriation for clerk hire.

Mr. CARTER. Yes, sir; we turned in \$1,749 for 1891, and what I have stated is an explanation of why this amount would be required here.

Mr. HENDERSON. Are there any other items here you wish to explain to us?

Mr. CARTER. The amount turned in for North Dakota for the year ending the 30th of June, 1891, was \$583.60. The surveys for the current year in that State will require the full amount, an amount at least equal to the amount appropriated for the current year, \$5,000. Washington turned in \$1,031.80 clerk hire at the close of the fiscal year ending June 30, 1891, and the demand for that State at present is very much in excess of the amount the office estimated as being necessary. Wyoming turned in \$1,125.33.

I wish to make a statement in reference to this clerk-hire matter to the committee which in substance is stated in a letter heretofore written on this question. The appropriation for surveys being made in the sundry civil bill and the appropriation for clerk hire in the legislative bill, it happens almost without any failure in each State every year that the proportions are unfortunate in that they either have more in the appropriation for field work than the office force can take care of, or *vice versa*. Now, in order to avoid the accumulation of field work in the office, where it might happen if the appropriation for clerk hire is insufficient, or the same in regard to field work where the appropriation was insufficient for that work, I have suggested that the Secretary of the Interior or the Commissioner of the Land Office, where the facts warrant and require, may be authorized to divert a certain amount of the survey money to pay the necessary clerical hire to write up field notes or plats in the Surveyor-General's Office, or *vice versa*.

Mr. HENDERSON. That is, the fund in one State to be transferred to the other fund in the same State, but not from different States?

Mr. CARTER. Oh, no, sir. For instance, during the coming fiscal year we will have the clerk hire provided for to pay for the working up of the field notes and plats resulting from surveys made under the appropriation for the current fiscal year. Our appropriation amounts to \$400,000 for field work, and I believe it is proposed to very gradually reduce that for the current fiscal year. It must be borne in mind, however, that the clerk hire provided for the coming fiscal year will be employed on the surveying of the fiscal year until the end of next June.

Mr. HENDERSON. You want that made reciprocal so that it can be used for surveys or clerk hire?

Mr. CARTER. Yes, sir.

Mr. HENDERSON. Are you likely to have a surplus of clerk hire?

Mr. CARTER. We have had it in the past, as you have seen from what I read.

Mr. DOCKERY. You refer to the amounts which you state you have turned in?

Mr. CARTER. Yes, sir.

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Mr. HENDERSON. Have you transmitted a letter making that recommendation?

Mr. CARTER. Yes, sir; I have communicated with the committee on that subject, both this committee and the committee in the Senate.

Mr. HENDERSON. Have you submitted a form of a proviso?

Mr. CARTER. Yes, sir.

Mr. HENDERSON. Where did you send it?

Mr. CARTER. I presume Mr. Courts can find the letter relating to the subject.

Mr. HENDERSON. It was probably in connection with the sundry civil bill, was it not?

Mr. CARTER. Yes, sir.

Mr. DOCKERY. Did you make that recommendation to the Secretary of the Treasury?

Mr. CARTER. Not to the Secretary of the Treasury, I made it to the Secretary of the Interior.

Mr. DOCKERY. It does not appear in the estimate.

Mr. CARTER. I think not; I think it was a matter subsequently taken up.

Mr. DOCKERY. Do you know whether it was disapproved by the Secretary of the Interior and the Secretary of the Treasury?

Mr. CARTER. It was approved, I think, by the Secretary of the Interior.

Mr. DOCKERY. Was it disapproved by the Secretary of the Treasury?

Mr. CARTER. It did not go through his office; it is a subsequent recommendation.

Mr. DOCKERY. When did you submit it?

Mr. CARTER. I think in the month of January.

Mr. DOCKERY. Where is it now?

Mr. CARTER. I will send you a copy of the letter if you can not find it.

Mr. DOCKERY. Has the Secretary of the Treasury passed on your recommendation?

Mr. CARTER. I do not so understand; I do not think it is a matter coming through his hands at all. The letter was written at the request of Senators Carey and Dubois.

Mr. HENDERSON. The matter was called up by them?

Mr. CARTER. Yes, sir; and communicated to the committee.

Mr. HENDERSON. Suppose you send a copy to Gen. Forney, chairman of the subcommittee.

Mr. CARTER. Yes, sir.

Mr. DOCKERY. I wish you would send to Gen. Forney, chairman of the subcommittee, a statement showing the unexpended balances for the fiscal year 1891 on all appropriations made in bulk for this service in all the Territories.

Mr. CARTER. I will do so.

Mr. DOCKERY. Now, I wish you would kindly send to the committee a statement showing the amount of land surveyed during the fiscal year 1891 under the several subdivisions of this bill relating to surveyors-general and their clerks; also, a statement of the lands heretofore surveyed and not occupied under any law of the United States; also, a statement of the lands yet unsurveyed.

Mr. CARTER. This has been furnished to the sundry civil subcommittee, copies of which I herewith submit.

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 163

Statement showing the appropriations, expenditures, unexpended balances, and estimated unpaid expenses for the fiscal year 1891, under expenses of the collection of revenue from sales of public lands and surveying the public lands.

Title of appropriations.	Fiscal year ending June 30, 1891.			
	Amount appropriated.	Amount expended.	Balance on hand.	Estimated unpaid expenses.
Salaries and commissions of registers and receivers	\$612,967.80	\$553,607.81	\$59,359.99	\$2,500.00
Contingent expenses land offices	200,000.00	198,049.97	1,950.03	1,950.03
Expenses of depositing public moneys	10,000.00	5,295.63	4,704.37	150.00
Depredations on public timber	100,000.00	96,065.37	3,934.63	1,500.00
Protecting public lands	140,000.00	134,246.61	5,753.39	2,500.00
Expenses of hearings in land entries	30,000.00	13,163.55	16,836.45	2,000.00
Settlement of claims for swamp lands and swamp-land indemnity	20,000.00	15,298.85	4,701.15	1,000.00
Reproducing plats of surveys	2,500.00	2,087.87	412.13	412.13
Appraisal and sale of abandoned military reservations	8,000.00	3,508.47	4,491.53	4,491.53
Transcripts of records and plats	12,500.00	12,500.00		
Surveying the public lands	425,000.00	56,955.81	368,044.19	368,044.19
Surveying boundary between North and South Dakota	25,000.00	60.38	24,939.62	24,939.62
Survey and appraisement of Port Angeles town-site reservation	10,000.00		10,000.00	10,000.00
Surveying Mays Gulf, Alabama	300.00		300.00	300.00
Survey and examination of private land claims in Arizona	5,000.00	1,218.31	3,781.69	3,781.69
Survey of confirmed private land claims in California	2,000.00		2,000.00	2,000.00
Survey of confirmed private land claims in New Mexico	3,000.00	2,499.90	500.10	500.10
Total	1,606,267.80	1,094,538.53	511,709.27	426,099.29

GENERAL LAND OFFICE, *March 3, 1892.*

Statement showing the area of public lands surveyed and unsurveyed, disposed of, and undisposed, during the fiscal year ending June 30, 1891.

Land States and Territories.	Public lands surveyed.	Public lands unsurveyed.	Public lands disposed of (fiscal year 1891).	Public lands undisposed.
	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>
Alabama			334,002.14	947,310
Arkansas			317,667.57	4,998,398
California	254,095	28,548,901	1,089,379.80	52,299,499
Colorado	572,363	7,183,644	665,257.02	42,167,080
Florida	62	7,100,863	146,571.71	3,468,381
Illinois			516.10	
Indiana			3.10	
Iowa			4,945.16	6,000
Idaho	119,128	44,429,143	345,382.15	33,781,851
Kansas			376,571.35	799,078
Louisiana	63,208	1,600,120	176,308.39	1,243,118
Michigan			116,554.21	781,816
Minnesota	114,480	10,871,728	323,734.76	6,849,975
Mississippi			238,729.48	1,201,280
Missouri			207,009.73	1,023,898
Montana	399,522	71,354,097	522,980.35	74,372,769
Nebraska	244,458	212,263	938,474.64	11,460,436
Nevada	47,294	38,464,847	65,760.43	53,689,524
North Dakota	46,058	21,116,187	415,060.04	16,135,440
Ohio			275.00	
Oregon	393,255	20,083,644	786,512.00	39,220,151
South Dakota	3,346,639	20,818,139	589,879.17	14,085,394
Wisconsin			182,337.57	1,003,133
Washington	375,041	22,548,092	1,047,817.45	29,401,691
Wyoming	373,911	15,108,298	262,621.60	50,842,434
Alaska		369,529,600	551.57	369,528,252
Arizona	170,770	57,789,971	353,131.07	55,961,005
Indian Territory		15,040,000		25,840,640
New Mexico	157,136	28,773,193	343,190.36	54,893,679
Oklahoma	1,337,322	678,296	296,873.69	3,502,408
Utah	385,327	39,942,680	217,939.10	35,428,987
Total	8,096,004	821,243,709	10,357,231.71	975,038,575

Total area of public lands disposed of during fiscal year 1891	Acres.
Total area of public lands surveyed during fiscal year 1891	10,357,231.71
Excess of disposals over surveys during fiscal year 1891	8,096,004.00
	2,261,227.71

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Statement showing the area of public lands in the several land States and Territories, the number of acres surveyed and remaining unsurveyed up to June 30, 1891, disposed of and undisposed of up to said date.

[See Land Office Report, 1891, pp. 131, 150, and 151.]

Public-land States and Territories.	Area of the States and Territories.	Amount surveyed up to June 30, 1891.	Area remaining unsurveyed up to June 30, 1891.	Area of lands disposed of.	Area of vacant lands not embraced in Indian and military reservations.
	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>
Ohio.....	25,581,976	25,581,976		25,581,976	947,310
Louisiana.....	28,731,080	27,139,970	1,600,120	27,487,972	1,243,118
Indiana.....	21,637,760	21,637,760		21,637,760	
Mississippi.....	30,179,840	30,179,840		28,978,560	1,201,280
Illinois.....	35,465,063	35,465,063		35,465,063	
Alabama.....	33,462,115	32,462,115		31,514,806	
Missouri.....	41,836,931	41,836,931		40,813,033	1,023,898
Arkansas.....	33,410,063	33,410,063		26,411,065	4,998,398
Michigan.....	36,128,640	36,128,640		35,346,824	781,816
Florida.....	37,931,520	30,830,657	7,100,868	34,463,139	3,468,381
Iowa.....	35,228,800	35,228,800		35,222,800	6,000
Wisconsin.....	34,511,360	34,511,360		33,508,227	1,003,138
California.....	100,992,640	72,443,739	28,548,901	48,083,141	52,299,499
Minnesota.....	53,459,840	42,588,112	10,871,728	46,009,865	6,849,975
Oregon.....	60,975,360	40,891,716	20,083,644	21,755,209	39,220,151
Kansas.....	51,770,240	51,770,240		50,971,162	799,078
Nevada.....	71,737,600	33,272,753	38,464,847	18,048,076	53,689,524
Nebraska.....	47,077,359	47,056,537	20,822	36,616,923	11,460,436
Colorado.....	66,880,000	59,696,356	7,183,644	24,712,970	42,167,030
Wyoming.....	62,645,120	47,536,822	15,108,298	11,802,686	50,842,434
Washington.....	44,796,160	22,198,068	22,598,092	24,394,469	20,401,691
Montana.....	92,016,640	20,662,543	71,354,097	17,643,871	74,372,769
North Dakota.....	45,561,600	24,445,413	21,116,187	29,426,160	16,135,440
South Dakota.....	50,643,200	29,825,061	20,818,139	36,557,806	14,085,394
Idaho.....	55,228,160	10,799,017	44,429,143	21,446,309	33,781,851
TERRITORIES.					
New Mexico.....	77,568,640	48,795,447	28,773,193	22,674,961	54,893,679
Utah.....	54,064,640	14,121,960	39,942,680	18,635,653	35,428,967
Arizona.....	72,906,240	15,116,269	57,789,971	17,845,235	55,061,005
Alaska.....	369,529,600		369,529,600	1,348	369,528,252
Indian.....	25,840,640	10,800,640	15,040,000		25,840,640
Oklahoma.....	18,234,080	17,555,781	678,299	14,731,674	3,502,406
	1,815,032,947	993,980,679	821,052,268	839,999,372	975,033,575

GENERAL LAND OFFICE, *March 3, 1892.*

Mr. CARTER. I find that the letter referred to, written for the use of the committee with reference to the interchangeable use of the survey and clerk hire money, was written by Mr. Clark, and I have a copy of the letter here, which I will file.

Mr. HENDERSON. Does that include the form of recommendations?

Mr. CARTER. It does not include the form.

Mr. HENDERSON. You ought to submit that to us, as showing the best form of expressing your thought.

Mr. CARTER. Yes, sir.

DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
Washington, D. C., May 9, 1892.

SIR: I have the honor to state that an appropriation of \$15,000 was provided in the fiscal year ending June 30, 1891, for printing maps of the United States and maps of the land States and Territories prepared in this office, and the act required that 1,000 copies of the United States maps should be assigned for the use of this office, and of the remainder one-third should be given to the Senate and two-thirds to the House of Representatives. There were printed under this act 11,900 copies of the United States maps, at a cost, including the mounting of the same on muslin, of 98 cents each, and 3,633 copies were sent to the Senate and 7,267 copies to the House, all of which were delivered to the superintendent of the respective folding rooms.

For the current fiscal year ending June 30, 1892, the appropriation for maps

was \$14,840 and the number of copies of United States maps contracted for was 13,143, at a cost of 98 cents each, of which 848 were for the use of this office, one-third of the remainder to the Senate, and two-thirds to the House.

All of these have been printed and distributed as the law required.

It is suggested in making the appropriation for maps in the ensuing fiscal year that the act provide for the apportionment of the specific number of 30 United States maps for the individual use of each of the 88 Senators and 336 Members and Delegates of the House, which would require the printing of 12,720 copies. In addition to this number, this office absolutely requires at least 1,500 copies to enable it to supply the local land officers, offices of surveyors-general, and the various bureaus and offices of the Government where the maps are in constant use and demand.

The appropriation for the printing of United States maps should be not less than \$14,000, and there should also be an appropriation of \$2,000 for the printing of maps of the thirty land States and Territories, of which about one-fourth are required to be reprinted each year. These maps cost 8½ cents per sheet, and are largely used in this office and in the various local land offices and offices of surveyors-general, and are distributed singly to applicants, or sold according to law, when required, and the proceeds of sales are covered into the United States Treasury.

Very respectfully,

THOS. H. CARTER,
Commissioner.

Hon. W. H. FORNEY,
House of Representatives.

DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
Washington, D. C., May 11, 1892.

DEAR SIR: Referring to the subject under consideration during my presence before your honorable committee on yesterday, I beg to urge that after the items, "For clerk-hire in the offices of the various surveyors-general," should be added the following:

"Provided, That where it is shown to the satisfaction of the Commissioner of the General Land Office that the amount appropriated for clerk hire in the office of any surveyor-general is inadequate for the performance of the clerical work on completed surveys in such surveying district, the Commissioner of the General Land Office may, with the approval of the Secretary of the Interior, transfer from the fund appropriated for public surveys such amount, not exceeding \$2,000 during any fiscal year for any one district, as may be necessary to employ clerical assistance sufficient to write up field notes, prepare plats, and perform other clerical service on completed surveys."

This, while not increasing the amount appropriated, will allow the Commissioner to meet the necessities in the offices of certain surveyors-general where an unexpected increase of work has required increased clerical service.

Very respectfully,

THOS. H. CARTER,
Commissioner.

Hon. W. H. FORNEY,
*Chairman of Subcommittee on Appropriations,
House of Representatives.*

STATEMENT OF W. T. HARRIS, COMMISSIONER OF EDUCATION.

The CHAIRMAN. I wish to call your attention to page 112, where you estimate for "one specialist in education as a preventive of pauperism and crime, \$1,800;" what is the necessity for that?

Mr. HARRIS. Cities are growing all over the world, and especially in the United States: everywhere a river runs there springs up a new city, and the city schools have to look out for the correction of pauperism and criminals, and this estimate is for an investigation along that line and is to employ a man to write up that literature in Europe and this country and get good, sensible information on that subject. I take it that the Bureau of Education should not merely present data, but should do something toward digesting, that is, do something in the way of reflecting and comparing—

The CHAIRMAN. We gave you last session one specialist in foreign educational systems; what is the reason he can not take charge of that?

Mr. HARRIS. That refers to a different subject, it refers to a specialist in social science: I want a man to go outside of that organization of schools; he would not be good for anything for the purpose.

The CHAIRMAN. I see you ask for four clerks of class 3, an increase of two; are not you up with your current work there?

Mr. HARRIS. We have great difficulty in keeping up with it because there is an increase every year in the number of schools in the country. The schools of the South have doubled in ten years and the schools of the North have increased 30 per cent, an increase greater than the increase of population. In speaking of the four clerks of class 3, we change one from the name of "translator" to a clerk of class 3. We want to get rid of the name of "translator," because several of the other clerks below who are translators really claim this place and there is no need of calling one a translator: we simply desire to call them all by the same title.

The CHAIRMAN. You only want to change that to give them an equal title?

Mr. HARRIS. We do not wish to add any more of them, and we call them three clerks of class 3, instead of two clerks of class 3 and one translator, leaving the salaries just exactly as they were before.

The CHAIRMAN. What is the necessity for having more copyists?

Mr. HARRIS. We do not ask for any more copyists, but we ask to have them all made the same grade of salary. As it is now we have some very cheap ones and we want to move them all up to the regular price of copyists of \$900, which is a small salary. It is not every one who can grow in three or four years time up to fill one. Three hundred and eighty dollars brings them up to a higher plane of copyist.

Mr. HENDERSON. If I understand Gen. Forney, you are not urging this recommendation for an increased clerical force?

Mr. HARRIS. With one single exception, and that is the extra specialist made necessary by the increased growth of cities, who can study the problem of the cities. My office is a corresponding office to a large extent and we have to answer letters every day from all parts of the country, and we are building and help to build—

Mr. HENDERSON. I can bear testimony that you are very efficient in your correspondence. Now, you recommend here an item "to continue the publication of the series of State educational histories, etc., \$20,000:" we will be glad to hear you in regard to that.

Mr. HARRIS. We have twelve or over, I think, on hand, and the sooner they are printed the more useful they will be.

Mr. DOCKERY. Is this the first time you have submitted this estimate?

Mr. HARRIS. No, sir; we sent it in last year, the same item, but no attention was paid to it, and no one was asked to explain it; this year you were kind enough to ask for an explanation.

Mr. HENDERSON. You have had nine printed.

Mr. HARRIS. More than that; we have been printing three or four a year, but this year we print an unusual number because we used up last year's fund and this year's fund. We have Massachusetts, Ohio, Michigan, Indiana, and Alabama for this year.

Mr. HENDERSON. I merely called attention to it to show, in regard to Mr. Dockery's question, that you have had an appropriation before for this purpose.

Mr. HARRIS. We have a regular appropriation that comes in the Department of the Interior which allows us to print some every year, but this was a larger undertaking than usual and we have asked for \$20,000 to help us get this out.

Mr. DOCKERY. You asked for this last year and didn't get it, and now you want this amount of money to finish it up.

Mr. HARRIS. Yes, sir; we have it ready and it should be gotten out and used before it comes to be a back number.

STATEMENT OF W. H. MILLER, ATTORNEY-GENERAL UNITED STATES.

Mr. HENDERSON. I see a \$500 increase for the salary of the Solicitor-General; is that the amount fixed by law?

Mr. MILLER. That is the amount fixed by law.

Mr. HENDERSON. This is submitted according to the statute?

Mr. MILLER. Yes, sir.

Mr. HENDERSON. Now, on page 139 there is an increase of one laborer and one assistant messenger?

Mr. MILLER. Well, the marshal of the District came and represented the fact to me, and convinced me that he ought to have this increase of force; that the work had very largely increased there with the large number of courts; and he has to take care of the building, and all that sort of thing; and I thought he was right about it.

Mr. HENDERSON. This is Marshal Ransdell's office?

Mr. MILLER. Yes, sir.

Mr. DOCKERY. You submitted that estimate, I believe, last year?

Mr. MILLER. Yes.

Mr. DOCKERY. I wish you would send a statement of the expenditures under these various lump sums for the fiscal year 1891.

Mr. MILLER. Which ones do you mean?

Mr. DOCKERY. For instance, where you have estimated for furniture and repairs, \$1,000, and law and miscellaneous books in library department \$1,500, etc. You can please send that in a letter showing the expenditure for 1891 under these several items.

Mr. HENDERSON. On that subject, when you send that statement, Mr. Attorney-General, if there are any unperformed contracts, they ought to be stated. I find in these statements of expenditures they are not reliable in regard to the obligations of the Department. There are frequently expenditures which come in under the fiscal year for contracts which were made before and paid out of the fund for the fiscal year; so if you have any facts in regard to that add it to your statement of expenditures?

Mr. MILLER. Yes sir. Now, there is a matter on page 261, for \$1,000 for the employ of counsel to assist in the arguments of the Des Moines River case. I have no recollection of asking for anything of the sort.

Mr. HENDERSON. That was in the sundry civil bill; I do not think it was allowed.

Mr. MILLER. If it was not allowed it is all right. I do not know of any reason why it should be allowed.

Mr. HENDERSON. That is not in this bill. Now, are there any other matters which you wish to explain?

The CHAIRMAN. I wish to ask a question. On page 143, in regard to the circuit court of appeals, last year we gave you nine marshals at \$2,500 each. Now, I want to know the necessity for those men and if they have been appointed?

Mr. MILLER. They have been appointed. I do not appoint them; the court appoints them.

The CHAIRMAN. Is there any necessity for them?

Mr. MILLER. I do not think there is. My judgment about it is, if you come right down to it, that the services performed by these marshals could be just as well done by the bailiffs or deputy marshal of the district whenever anything is provided to be done by the law creating the circuit court of appeals, as to be done by the marshal of the district where the court sits.

Mr. HENDERSON. This is for the court of appeals.

Mr. MILLER. I know it is. If you will look at the act you will find that the act provides that the marshal of the district shall pay expenses and all that sort of thing, and these officers, marshals of the court, are as purely ornamental as anything can be.

Mr. HENDERSON. Are they provided for in the statute?

Mr. MILLER. By the circuit court of appeals act.

Mr. HENDERSON. Well, your idea is that the law should be amended so that the United States marshal of the district in which the court is held should discharge those duties?

Mr. MILLER. I think it might be done.

Mr. HENDERSON. Instead of that court having a marshal of its own.

Mr. MILLER. I think it is just as well done that way. For instance, this court will have to have a couple of bailiffs anyhow, and those bailiffs will cost, I suppose, \$700 or \$800 a year apiece.

Mr. HENDERSON. They are a very low grade of officials.

Mr. MILLER. Yes, the bailiffs of the circuit court and district courts are always obtained at about \$3 a day.

Mr. HENDERSON. I should think the court of appeals would need a marshal of ability to carry out and execute its mandates.

Mr. MILLER. I do not know what it has to execute. I think if you will look at the statute you will find—

Mr. HENDERSON. I have not studied that statute with this in my mind, at all.
Mr. MILLER. Of course it is not for me to make any recommendation about that, and I have not any recommendation to make.

Mr. HENDERSON. Well, a hint of that kind now from you will amount to the execution of those nine officers.

Mr. MILLER. Well, I do not know about that.

Mr. HENDERSON. If they are not needed, the law ought to be amended.

Mr. MILLER. I think the \$25,000 of money that it takes to pay for these officers could be expended much more usefully.

Mr. HENDERSON. If you remove these officers from the law, there would have to be a provision made for others to do the work.

Mr. MILLER. There will have to be bailiffs to do the work.

Mr. HENDERSON. That will come out of the general appropriation for expenses, of course?

Mr. MILLER. I think that ought to be considered.

Mr. HENDERSON. If you cut here, you will have to make an increase somewhere else?

Mr. MILLER. But not to the same amount.

Mr. HENDERSON. But there will have to be some increase?

Mr. MILLER. Of course you have got to have the officers for these courts, which are bailiffs.

Mr. HENDERSON. It seems to me, Mr. Attorney-General, that before any radical change is made in a law so recently enacted, that the proposition ought to be submitted to the Judiciary Committee and considered by it.

Mr. MILLER. I think that is true.

Mr. HENDERSON. And with a full investigation.

Mr. MILLER. I think that is true, and I should not have said anything about it had I not been asked about it.

Mr. DOCKERY. I will say for myself I am very glad to have your suggestion, and it seems to me if at any point we can reduce the officers without detriment to the public service we ought to do it.

Mr. HENDERSON. I trust you will be equally appreciative of suggestions looking toward increases: you jump at suggestions of that kind, but it is entirely another matter when you come to talk about increases.

Mr. MILLER. You gentlemen do not expect me to decide between you here?

Mr. HENDERSON. If you have any other suggestions we will be glad to have them.

Mr. MILLER. Yes, sir, there is another matter.

The CHAIRMAN. What does it relate to?

Mr. MILLER. Salaries of the Assistant Attorneys-General in this bill. Now, there is something I want to bring to your attention right there. You have in there four Assistant Attorneys-General at \$5,000 each. Now, I think that ought to be five, for this reason, not that I am asking for an additional Assistant Attorney-General, but when you passed the bill last session in regard to Indian depredations you provided for an Assistant Attorney-General, and evidently by an inadvertence you made his salary only \$2,500, whereas he is charged with duties of the most responsible character. He is made an Assistant Attorney-General and appointed by and with the advice and consent of the Senate, and all other Assistant Attorneys-General receive \$5,000 and he only gets \$2,500 a year. Now, recognizing the force of this suggestion—

Mr. DOCKERY. Now, is not that paid from another fund?

Mr. MILLER. I know that the statute provides that his salary shall be \$2,500. Now, either in the appropriation bill or somewhere else, there should be legislation that will change that.

Mr. DOCKERY. His salary is provided from the general fund.

The CHAIRMAN. We can not under this bill do that, because under our rule we can only go down instead of up.

Mr. MILLER. I was only calling attention to the fact that you have recognized in both Houses the propriety of doing this. On page 46, of the Indian appropriation bill, which I understand has been agreed upon by the conference committees of both Houses, I find this clause: "To enable the Attorney-General to make special appearances, collect evidence, and prepare defenses on behalf of Indians whose funds are sought to be charged for depredations under the act approved March 3, 1891, \$15,000, to be immediately available, and from this sum there may be paid to the Assistant Attorney-General in charge of Indian depredation claims, an amount sufficient to make his compensation the same as that

allowed by law to the other Assistant Attorneys-General in the Department of Justice."

Mr. DOCKERY. That is in the Indian appropriation bill?

Mr. MILLER. Yes, sir.

Mr. DOCKERY. That is exactly what is wanted.

Mr. MILLER. Will that apply in this year, 1893, or does it cover only—

Mr. HENDERSON. It is for the next fiscal year.

Mr. MILLER. Yes; I see this is immediately available. If this law authorizes the payment, that is all that I want.

Mr. DOCKERY. I think that covers it; I think that is immediately available and can be used now; it covers this year and the next year. That is in the line of your suggestion exactly.

STATEMENT OF W. M. THOMPSON, OFFICE COMMISSIONER OF RAILROADS.

Mr. HENDERSON. On page 114 there is a matter in italics there which I wish to call to your attention. What have you to say on that subject?

Mr. THOMPSON. Well, that is just for the convenience of the office in making out accounts; instead of having to submit a long itemized bill of every item of expenditure for meals and hotel, bills of that kind, just to have a lump sum which would practically amount to a commutation. It is really not essential, and has not been in the estimates for the last eight or ten years.

Mr. HENDERSON. Is not there a danger that that will allow fellows to run in some more things than if an itemized statement was given?

Mr. THOMPSON. No, sir; I do not think there is.

Mr. HENDERSON. The real object is to make it a commutation?

Mr. THOMPSON. It is practically that. It is to avoid having these long bills of details so much. For instance, when you are traveling you have to specify every meal you take, breakfast, dinner, and supper, at hotels, whereas by this you can be away stopping at a hotel for a week or ten days and just say so many meals at so much a day.

Mr. DOCKERY. Do not the accounts have to be rendered just that way?

Mr. THOMPSON. As I say, I do not consider it essential.

Mr. HENDERSON. Do they always draw up to \$5 a day?

Mr. THOMPSON. No, sir; they draw just exactly what it costs. Under the Department circular of instructions in regard to traveling expenses we are permitted to expend not to exceed \$5 a day for hotel bills, subsistence.

Mr. HENDERSON. I guess that is all unless the gentlemen have some questions to ask.

STATEMENT OF CARROLL D. WRIGHT, COMMISSIONER OF LABOR.

Mr. HENDERSON. There are some changes here which I have not looked into carefully, but I thought it was better to have you here and hear any observations you might have to make. You recommend an increase of \$200, I take it, for a disbursing clerk?

Mr. WRIGHT. Yes, sir; this is in accordance with the general statute.

Mr. HENDERSON. The law provides that?

Mr. WRIGHT. Yes, sir; the law provides (it is in the Book of Estimates here) that a disbursing clerk shall be an \$1,800 clerk and be allowed \$200 as disbursing clerk in addition. We have never been able to get that \$200 for this clerk, although he performs all the duty of a disbursing clerk, financial clerk, and appointment clerk. He is the only disbursing clerk in the Government I know of that is paid as little as \$1,800.

The CHAIRMAN. Are you able to get a man for that?

Mr. WRIGHT. Yes, sir; we have an excellent man there.

Mr. HENDERSON. Does he have to give a bond?

Mr. WRIGHT. He has to give bond in \$25,000.

Mr. HENDERSON. Now, turn to page 141. I see you have made some changes there about the price per diem in lieu of subsistence for special agents?

Mr. WRIGHT. Yes, sir. It is simply in the interests of economy. We allow our special agents \$3 a day in lieu of subsistence, and that works well both ways. It is economical for the Government and economical for the agent, and avoids

the detailed bill which the Commissioner of Railroads was speaking of. I should like to have that extended—you will notice in italics in the first line the words "and experts." We sometimes send out other men than agents. When the agents are not sufficient for the work in the field we send out two or three others, and have to make them render itemized bills, which always cost more than \$3 a day. If I had to send experts out, and they are allowed \$3 a day for subsistence, the same as special agents, I think it would work very well, and it is no increase in the expenditure, simply a little expression for the administration of the office.

Mr. HENDERSON. I see you use the words "away from home and."

Mr. WRIGHT. The way the things works now, human nature is about the same in our Department as it is elsewhere, and when an agent is assigned to duty in Philadelphia, and it is his home, there is no more reason why he should draw \$3 a day while he lived at home than a clerk who is living in Washington. That is simply a matter of justice to the other employes at the Department. The chief difficulty is it is quite hard to carry your work through promptly under these circumstances—

Mr. HENDERSON. We understand that, I guess. Now turn to page 142 of the last item.

Mr. WRIGHT. That \$15,000 I recommended last year and again this year, on an appeal of the National Divorce Reform League for the continuation of work which I did under Congressional instructions a few years ago relating to marriage and divorce. It is a matter that can be done another year just as well as this, although it is an important matter.

Mr. DOCKERY. You recommended it last year?

Mr. WRIGHT. Yes, sir. The society appealed to me to do it. We made a very excellent research into the statistics of marriage and divorce and published it, but we did not go into the deeper and more underlying social features of divorce which ought to be done sooner or later in order to discuss intelligently the whole question of marriage and divorce legislation.

Mr. HENDERSON. That is for collection of data, not for publishing it?

Mr. WRIGHT. Not at all: it is for collection.

Mr. DOCKERY. I wish you would send to the committee a statement of the expenditures—

Mr. WRIGHT. The law provides that I shall do that every December, and I have done it regularly.

Mr. DOCKERY. You can just file that with the committee then.

Mr. WRIGHT. I can explain this if you wish.

Mr. DOCKERY. It is a statement of what you expended?

Mr. WRIGHT. Yes, sir: and the unexpended balances are on account of lapses which occurs on account of the time it took to fill vacancies, men resign, die, etc.

Mr. DOCKERY. We understand that.

Mr. HENDERSON. Let me ask you about this miscellaneous document number 27. Have you any outstanding contracts based upon the appropriations for the fiscal year ending June 30, 1891?

Mr. WRIGHT. I know of but one continuing appropriation, and that is for the investigation of the industrial and trade schools, for which Congress gave us \$5,000 two years ago.

Mr. HENDERSON. Will that come out of this unexpended amount of \$5,633.46?

Mr. WRIGHT. It will come out of this amount available for that investigation, which is \$1,633.10.

Mr. HENDERSON. Then there are no other obligations or contracts which will change the expenditures made here?

Mr. WRIGHT. No, sir: that closes our work.

STATEMENT OF ARCHIBALD HOPKINS, CHIEF CLERK COURT OF CLAIMS.

Mr. HENDERSON. You have made some recommendations which we would like to have explained. You estimate for one clerk at \$1,600 and one clerk at \$1,400.

Mr. HOPKINS. That is chiefly due to the depredation act which was passed a year ago. There have been filed now 7,500 separate cases, and it is estimated that there will be as many more for the next year, probably about 15,000 cases in all. They tell us at the Interior Department that they had there varying from ten to twelve clerks in charge of that Indian depredation business. The pressure of business has been such that cases sent up in December we have not been able to

get filed, even entered on the books at all, as the law provides, and the papers have to be piled up on the floor. The claimants and attorneys, of course, are getting very impatient.

Mr. DOCKERY. What cases are those?

Mr. HOPKINS. Indian depredation cases. I said that we have had 7,500 come in this year and as many more to come in next year. Then, in addition to that, there are about 9,070 cases under the Bowman act, cases coming up in Congress, of which only about 10 per cent have been disposed of.

Mr. HENDERSON. Why do you add "gas" to the next item?

Mr. HOPKINS. The reason for that is that up to the present time our gas had all passed through the meter of the Attorney-General's Office, which they did not know and which we did not know. Now, they have discovered that there is only one meter for the whole building, and they want to throw part on us; and they have cut us off from their meter and put on a separate meter.

Mr. HENDERSON. Then you will be compelled to have an additional appropriation for that?

Mr. HOPKINS. That is the explanation of that item.

Mr. HENDERSON. That is why you ask \$1,000 increase?

Mr. HOPKINS. Not all for gas. That grows out of the fact of all this additional business coming in, and there is a large increase in the requirements for stationery and the requirements for correspondence. The correspondence has increased enormously under these acts, especially under these acts and the French spoliation claims, of which there are about 4,000, and other cases still pending, which makes an increase in correspondence. The more the delay you have, the more letters the people write.

Mr. HENDERSON. The next item in italics is in regard to printing the twenty-eighth volume of the report to the Court of Claims. I suppose under law it is a change of number?

Mr. HOPKINS. Yes, sir; that is all.

The CHAIRMAN. We gave you a clerk last year at \$1,200; what was that clerk for—for this Indian depredation business?

Mr. HOPKINS. No, sir; that act had not been passed then, but that was a general increase growing out of Congressional and French spoliation matters.

Mr. DOCKERY. What did you expend for stationery in 1891?

The CHAIRMAN. We gave you \$3,000 for stationery, books, fuel, and miscellaneous expenses.

Mr. HENDERSON. That covered two laborers.

Mr. DOCKERY. Have you authority to employ laborers out of an appropriation for stationery?

Mr. HOPKINS. Miscellaneous expenses: that has always been done there.

The CHAIRMAN. Did you expend all of that \$3,000?

Mr. HOPKINS. We have always spent it. Then probably one thing we want to cover by that is to employ a laborer of sufficient intelligence to be able to go and get papers. For instance, there were when I left probably twenty lawyers and claimants calling for papers all over the office, and we want a man sufficiently intelligent to go and get those papers and put them back again when they get through with them.

Mr. HENDERSON. Will you please address a brief letter to Gen. Forney, chairman of our subcommittee, giving the item of your estimate for the \$4,000 for stationery, books, and miscellaneous expenses?

Mr. HOPKINS. Yes, sir.

Mr. DOCKERY. I want to call your attention to that provision of law. If I understand you aright, you are employing out of this miscellaneous fund two laborers. Will you state to the committee if there is any law authorizing that?

Mr. HOPKINS. I do not know of any, but it has been the practice ever since I have been there, and it always has been since the beginning of the establishment of the court down to the present time.

Mr. DOCKERY. Does not section 4 of the legislative appropriation bill, approved August 5, 1882, expressly prohibit that?

Mr. HOPKINS. My attention has never been called to it.

Mr. DOCKERY. I wish you would examine section 4 of the legislative appropriation bill, approved August 5, 1882, and after that examination please indicate to the committee whether you are still of the opinion that you have authority to employ laborers under that clause?

Mr. HOPKINS. Then, if not, what would be the provision authorizing that, and how could we reach it?

Mr. DOCKERY. It would have to be appropriated in the clerical force. If I

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understand this act aright, it expressly prohibits any such employment, and I wish you would make an examination and report to the committee your judgment after an examination of the act?

Mr. HOPKINS. All right, sir.

COURT OF CLAIMS.

Washington, D. C., May 10, 1892.

SIR: In compliance with your request I send herewith a statement in regard to the contingent fund of the Court of Claims.

The Chief Justice is of the opinion that section 4 of the act of August 5, 1882, to which you called attention, does not apply to the court, but is limited, as you will observe, to the "Executive Departments."

The reasons for asking an increase are that the business of the court has grown so large that it requires a largely increased use of stationery, and that it desires to employ a laborer to take down and put away carefully papers called for by attorneys and claimants. This requires one man's entire time.

At present there is paid for labor \$1,620 a year. During the last fiscal year \$720.29 was paid for stationery and \$376 for file cases, and more money will have to be expended for file cases from year to year as the business grows.

All books bought for the library of the court, gas, ice, telephone, furniture, and repairs to same are paid for out of this fund, so that with the numerous other expenses the small sum appropriated is not sufficient for the current expenses of the court.

Yours, respectfully,

ARCHIBALD HOPKINS,
Chief Clerk.

Hon. W. H. FORNEY,
*Chairman Subcommittee on Appropriations,
House of Representatives.*

STATEMENT OF JOHN T. CAINE, A DELEGATE FROM THE TERRITORY OF UTAH.

The CHAIRMAN. You desired to be heard before us. Will you please state to the committee what changes you wish to be made on page 74 of the appropriations for the Territory of Utah?

Mr. CAINE. I want to call the attention of the committee to the ninth section of the act of March 22, 1882, which reads thus:

"That all the registration and election offices of every description in the Territory of Utah are hereby declared vacant, and each and every duty relating to the registration of voters, the conduct of elections, the receiving or rejection of votes, and the canvassing and returning of the same, and the issuing of certificates or other evidence of elections in said Territory, shall, until other provision be made by the legislative assembly of said Territory as is hereinafter by this section provided, be performed under the existing laws of the United States and of said Territory by proper persons, who shall be appointed to execute such offices and perform such duties by a board of five persons, to be appointed by the President, by and with the advice and consent of the Senate, not more than three of whom shall be members of one political party; and a majority of whom shall be a quorum, etc."

The board herein mentioned, gentlemen, is that usually known as the "Utah Commission." Their duties are defined, as you have seen by this act, but of course the object, aim, and intention of this law was to oust all polygamists from the offices in the Territory of Utah. At that time the practice of polygamy was extant there and Congress had made efforts to have that discontinued, and this was one of the means adopted, to have these offices declared vacant and make provision for other election officers being appointed by this Board of five Commissioners. By the language of the law it is apparent this Board was never intended to be permanent: it was simply a temporary affair to accomplish a certain object, and it was not intended it should be continued from time to time you will see by reference to the last clause of this section, which reads: "And at or after the first meeting of said legislative assembly whose members shall have been elected and returned according to the provisions of this act, said legislative assembly may make such laws, conformable to the organic acts of said Territory and not inconsistent with other laws of the United States as it shall deem

proper concerning the filling of the offices in said Territory declared vacant by this act."

The CHAIRMAN. What did the legislature do?

Mr. CAINE. It is a matter of history that the legislature at every session, since the creation of the Commission up to the present time, has passed an act making provision for superseding this Board, and that it was as regularly vetoed by the governor as it was passed by the legislature. Now, the session of the legislature which adjourned only in March last, passed a very elaborate election law in which were embraced all the best features of the recent election laws in the different States, including among them what is known as the Australian ballot system. That law provided how all the offices should be filled, how elections should be conducted, and many other details. That bill made provision for a Territorial canvassing board, to be appointed by the governor, by and with the advice and consent of the legislative council. The board was to consist of five members; not more than three of whom were to be of the same political party. This measure was regularly passed and sent to the governor, who did not even honor the members of the legislature with his views in opposition to the bill, but simply put it in his pocket.

Mr. DOCKERY. What is the issue raised here—what do you want us to do?

Mr. CAINE. We think that Congress should abolish this Board, as was anticipated when it was created. Now, I wish to call your attention to this fact. The cost of this Board to the General Government from the time of its creation up to March 1, 1892, was as follows: "Salaries of Commissioners, \$241,063.91; contingent expenses, \$105,184.82; compensation and expenses of election officers, \$193,422.14, making a total of \$539,670.87, over half a million dollars which has been expended for the Commission. By a detailed statement that I have here, which was furnished by the Secretary of the Treasury to the chairman of the Committee on Territories, I find that the expenditure for the fiscal year of 1893 was \$49,892.37. There was but one election held in that year under what is known as the Edmunds act, and that election was for a Delegate to Congress in November, 1892, and on that occasion your humble servant was declared to be elected at an expense to the General Government of nearly \$50,000.

The CHAIRMAN. Suppose we abolish this, how will you get along?

Mr. CAINE. Whatever necessity for this Board existed at that time it no longer exists. Polygamy has been abolished. That is admitted all around. The most rabid opponents of polygamy have admitted that fact; it was admitted in the arguments here by those who opposed the home rule bill before the Committee on Territories that polygamy was dead and could not be restored. Now, the legislative assembly at its last session adopted a memorial to Congress which I will not trouble you to read in full, but just this one clause:

"We also respectfully ask the Congress of the United States to approve the registration and election law which has passed the Legislature pursuant to the act of Congress which, according to our belief, fully meets the spirit and intention of the law of Congress which created the Utah Commission, and which, if approved by your honorable body, will dispense with the services of said Commission and thereby relieve Congress from large annual expense in the conduct of local elections in this Territory. In our judgment this bill should be speedily approved, for the reason that the general election will occur on the first Tuesday after the first Monday in November next.

"We again renew our request to Congress to relieve us from the present situation of affairs in this Territory, and to give to the people here the privilege of governing their own affairs in their own way and at their own expense, by officers of their own selection."

Mr. DOCKERY. This clause which you ask to be repealed is part of a general policy, is it not?

Mr. CAINE. Yes, sir.

Mr. DOCKERY. Enacted by Congress in respect to polygamy?

Mr. CAINE. Yes, sir.

Mr. DOCKERY. Do you think it wise for this committee on an appropriation bill to enter upon that general question, after Congress has solemnly declared itself after full and elaborate discussion?

Mr. HENDERSON. Before you answer that let me ask whether or not this matter has been brought to the attention of the Committee on Territories, and whether they have taken up the question for investigation?

Mr. CAINE. They have taken up the question and made a provision in what is called the "home-rule bill" for abolishing that Commission, and which has been reported favorably to the House.

The CHAIRMAN. To whom was that resolution addressed?

Mr. CAINE. To Congress.

The CHAIRMAN. To what committee has it been referred?

Mr. CAINE. It has not yet been referred; as there are various subjects alluded to in the memorial I have not yet presented it, as I desired to use it before this committee.

Now, if the committee please, my proposition is this: to insert in the legislative, executive, and judicial appropriation bill the following clause, viz: "The Board of five Commissioners appointed under the ninth section of the act of March 22, 1882, entitled 'An act to amend section 5352 of the Revised Statutes of the United States in reference to bigamy, and for other purposes,' is hereby abolished, and the duties prescribed by said section and the acts of Congress amendatory thereof shall, until some other provision be made by the legislative assembly of the Territory of Utah, be performed by a board consisting of the governor, secretary, and three commissioners, to select university lands in said Territory." Now, these three commissioners to select university lands are the only officers elected by the whole people of the Territory; there are only three men thus elected. The governor of the Territory, the secretary of the Territory, and those three commissioners we propose to constitute the board of five persons who shall supersede the present Commission and save to the Government of the United States this sum of \$50,000 a year, or whatever sum is usually appropriated. I think this is in the interest of economy, and it will be carrying out what was intended by Congress when it passed this act, as therein expressly stated: "And at or after the first meeting of said legislative assembly, whose members shall have been elected and returned according to the provisions of this act, said legislative assembly may make such laws, etc." Now, the legislature has made such laws, but the governor will not sign them. The governor in Utah has the absolute veto power, and we have no power in the premises except Congress shall aid us.

Mr. DOCKERY. He has simply the veto power, under the law?

Mr. CAINE. Certainly; an absolute veto.

Mr. DOCKERY. But that is given him by the authority of the United States.

Mr. CAINE. Yes, sir; but he has ignored this provision of the law which says the legislature shall do certain things.

Mr. DOCKERY. Do not you think that makes it all the more imperative for you to bring your claim before the Committee on Territories?

Mr. CAINE. We have presented it there, but so long as Congress appropriates this money for the Commission we can never get rid of them.

Mr. DOCKERY. The point with me is this: I am not now passing on the issue or merits of the question raised by the gentleman from Utah. It is not necessary for me to do that; but this is an appropriation bill to carry into effect the laws of the United States. Now, this issue involves a great question, and it seems to me it is very impolitic to raise a question of that sort in a general appropriation bill.

Mr. CAINE. Of course that is for you gentlemen to decide. It seems to me that a great deal of this legislation for Utah has heretofore been tacked onto appropriation bills.

Mr. DINGLEY. That legislation was not made in an appropriation bill.

Mr. CAINE. There was power given the Commission at the very last session to redistrict the Territory on an appropriation bill.

Mr. DINGLEY. That did not cover the general policy; that was only a mere incident.

Mr. CAINE. It may have been an incident, but it was a very mischievous one.

Mr. DOCKERY. I am not passing on this, because I am not prepared to say; and the only point I suggest now is the propriety in an appropriation bill of raising a question that was solemnly adjudicated by Congress.

Mr. C. W. WEST. I would state to the committee that I am ex-governor of the Territory under Mr. Cleveland, and I was there during the enforcement of these very laws, and I was heartily in sympathy and in accord with those laws and their enforcement. I desired earnestly and sincerely to secure by those laws the eradication of polygamy which they directed against, and the only purpose and object of those laws was to accomplish that end. Now I am here to testify that that end has been accomplished. The end, it would seem, in the object and purpose of the laws having been accomplished, it is unwise and unreasonable to continue this extraordinary expenditure of the public money, and especially would that be so from an economic standpoint. Those laws were not passed simply to salary officers or to expend the public money. Now, if you ob-

serve that law, in creating this commission they had but one object and purpose in view and one duty to perform, and that was to disfranchise the polygamists. Now, it is a matter of history and a matter of fact that that law accomplished its purpose; that the polygamists, at whom the law was aimed, never even attempted to avoid the provisions of the law by voting or holding office, because I believe it is a fact that not a single conviction of a polygamist has ever been had under that law, or that they have attempted to violate the provisions which denied them the franchise. I believe there was one indicted for it, but when the indictment was taken up it was admitted that he had heretofore been a polygamist, but he was not at that time, and the indictment was dismissed.

Mr. DOCKERY. You are raising a question of facts and merit. Now, under our rules, as I understand them, it is entirely competent for the committee having this subject in charge to offer in the House an amendment to this bill.

Mr. WEST. Yes, sir.

Mr. DOCKERY. I think that is the usual construction which operates in reference to this rule. Now, if the committee having charge of the subject is in accord with your views and desires to abolish this board, as I understand the rule, they have the right to offer that amendment.

Mr. WEST. The point we want to make is this: that this provision is in the nature of a reduction of expenditures of the Government very largely. It will make a reduction of about \$50,000 a year upon your appropriation bill, and as I understand, it is very desirable that the appropriations of the Government shall be reduced if the public service is not thereby impaired.

The CHAIRMAN. Suppose we should abolish this board, the Territory could move along very well without it?

Mr. WEST. Entirely so; it has simply been an ornament always.

The CHAIRMAN. And if we keep it, is it any benefit to the Territory and the people of the Territory?

Mr. WEST. None whatever, except the Government will simply have to bear the expenditure of this amount of money.

Mr. DOCKERY. Let me call your attention to the last provision of clause 2, Rule XXI, which contains these words: "Provided, That it shall be in order further to amend such bill upon the report of the committee having jurisdiction of the subject-matter of such amendment, which amendment, being germane to the subject-matter of the bill, shall retrench expenditure." There is ample power given. There is ample power under the rule for the Committee on Territories to offer an amendment to this bill to this House if they so desire it.

Mr. CAINE. There is another matter to which I wish to direct your attention, and that is the Industrial Christian Home of Utah.

Mr. HENDERSON. What page is that on in the bill?

Mr. CAINE. I think it is on page 75. It is a new item in this bill: it has heretofore been provided for in the sundry civil bill. I will say first that the last report of the Utah Commission, which is the board of control of the Industrial Christian Home, says this: "As to the number of persons—

Mr. HENDERSON. Is that report by the Commission?

Mr. CAINE. Yes, sir. As to the number of persons who entered the Home as beneficiaries under its first board of control the Commission is not advised. The number of such persons entering it under the present board is known to it through reports by the matron, responsively to its order.

"These reports show that the number of beneficiaries from November 1, 1888, to January 31, 1892, more than three years, averaged only fourteen per month; and during the latter months the number declined from twenty-two to eleven, while the average expenses per month for the same period for food and raiment for the beneficiaries and for wages for employes was \$391.83."

Now, this home cost the Government, according to appropriations made for it, as follows: August 4, 1886, \$40,000; February 1, 1888, \$8,851.95; October 19, 1888, \$32,000; April 4, 1890, \$2,000; August 20, 1890, \$4,000; and March 3, 1891, \$4,000; making a total of \$90,851.95, and at no time has it had to exceed twenty persons in the home, counting women and children. I am not going to criticise the intention of Congress in establishing this institution, but it is not necessary to continue it now.

Mr. HENDERSON. It is a home belonging to the General Government?

Mr. CAINE. Yes, sir.

Mr. HENDERSON. And the entire plant has been sustained by Federal appropriations?

Mr. CAINE. Yes, sir. That was an arrangement made by the Fiftieth Congress, I think, which provided for turning it over to the Government.

The CHAIRMAN. How many inmates have they there now?

Mr. CAINE. At last accounts there were only eleven.

Mr. HENDERSON. Who are the officers of that home?

Mr. CAINE. It is under the supervision of an association. Mrs. Jeannette H. Ferry was president and they have some people employed to manage the home. The Utah Commission is the Board of Control.

Mr. HENDERSON. Is there any person here in Washington now who is in any way identified with this home?

Mr. CAINE. No, sir, not that I am aware of.

Mr. HENDERSON. To whom do they report?

Mr. CAINE. The Utah Commission reports to the Secretary of the Interior. This is the last report sent to Congress.

Now, sir, the legislature at its last session, unanimously, I believe, passed this memorial which is signed by the governor; this is a matter in which there has been no dispute.

Memorial of the governor and legislative assembly of the Territory of Utah.

To the honorable the Senate and House of Representatives of the United States of America in Congress assembled: Your memorialists pray:

That by proper enactment the United States shall grant to the Territory of Utah the grounds and buildings in Salt Lake City known as the Industrial Home, for the following uses:

To keep the same as a site for the accommodation of the school of deaf mutes for a period not to exceed five years, and thereafter perpetually hold the same for the use and benefit of the common-school system of Salt Lake City, Utah, or to convey the same, subject to the first use, for five years, to the Board of Education of Salt Lake City aforesaid, as a part of the property of the common-school system of said city.

And your memorialists represent:

That the deaf mute school is now located on the ground of the University of Utah; that the grounds and buildings of the latter are now inadequate, and that on account of the incompatibility of the two institutions and the urgent need of all the ground and buildings for the University, it is necessary to at once remove the deaf mute school.

That the Territory has no site or building to which the school can be removed, and it will take two or three years to provide a site and building.

That these institutions, as well as the common schools, are wholly maintained by direct taxation.

That the benefits of the Industrial Home have heretofore been quite limited, and hereafter it will be of little use for the purposes for which it was constructed, and its usefulness would be greatly enlarged by devoting it to the purposes asked. And your memorialists will ever pray.

This is signed by the governor, the president of the council and the speaker of the house of representatives.

The CHAIRMAN. To what committee have you referred that memorial?

Mr. CAINE. That has gone to the Committee on Appropriations.

The CHAIRMAN. Gone to this committee here?

Mr. CAINE. Yes, sir.

Mr. DOCKERY. Did I understand the governor and the legislature agreed to the recommendation that this be turned over to the Territory of Utah?

Mr. CAINE. Yes, sir: there is the memorial.

Mr. DOCKERY. In this case the governor agrees with the legislature?

Mr. CAINE. Yes, sir.

Mr. HENDERSON. He said the governor approved it.

Mr. CAINE. Yes, sir.

Mr. DOCKERY. Have you a provision there which you would suggest?

Mr. CAINE. Well, they sent down a bill to be presented to Congress as a separate measure, but here is the clause that I now propose to be placed on this appropriation bill:

INDUSTRIAL HOME, UTAH TERRITORY.

There are hereby granted to the Territory of Utah, for the uses hereinafter declared, the property and premises known as the Industrial Christian Home of Utah, situated in the city and county of Salt Lake, Territory of Utah, being lot

3 and a strip of land off the south side of lot 4, in block 52, plat B, Salt Lake City survey, more particularly described as follows:

Commencing on the east side of Fifth street East, at the southwest corner of said lot 3, and running east on the south line of said lot 330 feet, to the southeast corner of the lot, thence north in the center of the block 173½ feet, thence west parallel with the lot lines 115 feet, thence north 18 feet, thence west 50 feet, thence south 18 feet, thence west 165 feet, to Fifth street East, thence south along Fifth street East 173½ feet to the beginning, together with the building and improvements and the fixtures, fittings, and furniture in and used in connection with said buildings: *Provided*, That the granted premises may be used by the said Territory as a site and accommodations for its school for the deaf, and deaf mutes, for a period of not to exceed five years, and thereafter the said premises and property shall be held and used to the uses and for the sole benefit of the public school system of the city of Salt Lake: *Provided further*, That if the legislative assembly of Utah shall hereafter deem it for the interest of the public school system of said city that said property shall be sold, it may by enactment provide for such sale, but under conditions which shall insure that the proceeds of such sale shall be wholly and without diminution vested in other real property for the same uses, and such real property shall be held on the limitations and conditions hereinbefore specified.

I propose that to take place in the bill of the usual appropriation.

Mr. HENDERSON. Where was that bill sent?

Mr. CAINE. It was gotten up in accordance with this memorial and sent to me by the chancellor of the University of Utah.

Mr. HENDERSON. Where is that?

Mr. CAINE. I have a copy of it at my rooms, but I did not think of bringing it up.

The CHAIRMAN. To whom did you refer that bill?

Mr. CAINE. I have not introduced it because I did not think it necessary.

Mr. HENDERSON. I think it will be well to have it before us.

Mr. CAINE. I will furnish it to you with pleasure.

Mr. HENDERSON. Are any of the members of the Utah Commission in the city now?

Mr. CAINE. Not that I am aware of.

Mr. DOCKERY. Do I understand it is a proposition upon which there is no division?

Mr. CAINE. None whatever, as far as I am advised. In justice I will say there have been some memorials presented to Congress asking that the home be set aside as a home for disabled soldiers, but there are very few old soldiers out in that region.

Mr. HENDERSON. Does the Board of Trustees of the Woman's Christian Home concur in this?

Mr. CAINE. No, sir; they want to continue it as it is.

Mr. HENDERSON. Are any of them here?

Mr. CAINE. Not that I am aware of. I do not think they are.

Mr. DOCKERY. The governor concurred in this?

Mr. CAINE. Yes, sir; he approved the memorial. Here is a certified copy of it. I will introduce that in the House and have it referred to this committee. I did not put it in before because I wanted to use it before this committee.

Mr. WEST. I would say further in regard to that that we are an exception in Utah. The Government is paying the expenses of election, and this is not done in any of the other Territories and—

Mr. DOCKERY. I am not willing to take that up in an appropriation bill, speaking for myself alone. I do not know how the other members will be.

STATEMENT OF CHARLES LYMAN, CIVIL SERVICE COMMISSIONER.

Mr. LYMAN. We have estimated in our estimate submitted to the Treasury Department for one clerk of class 4 additional, and one clerk of class 3 additional, and one assistant messenger. Now, we need those two clerks very much.

Mr. HENDERSON. You want one clerk of class 4, one of class 3, and an assistant messenger?

Mr. LYMAN. The assistant messenger we need especially. Let me state very briefly what the necessity is. We have one messenger, which messenger is a classified employé, and we are obliged to use him as a clerk, and we do use him constantly as a clerk. He does not perform any duties as a messenger. The

laborer we have has to take care of the thirteen rooms of the Commission, and he has to do all the duties of a messenger in addition to his duties as a laborer, and sweeps, scrubs, does the spittoon work, and washes windows and everything of that sort in the care of the thirteen rooms. He is obliged to have a little leave of absence during the summer, and when he is absent there is almost nobody in employment under the direction of the Commission to do this work. I have been in the habit of taking care of my own room when this man has been absent, and the other employes of the Commission have been obliged to do the same thing. I do not know of any Department or Bureau under the Government that is reduced to that condition, but if we can have this assistant messenger it will help us out very much in this direction. There is plenty of work for him and he can be kept constantly employed.

Mr. DOCKERY. But the Secretary of the Treasury has not recommended it.

Mr. LYMAN. I do not know; it is included in our estimate. I suppose the Secretary of the Treasury may have had an economical streak, but that is the condition of things down there. We have also asked for an increase of traveling expenses of \$1,250.

The CHAIRMAN. You got \$5,250 last year.

Mr. LYMAN. Yea, sir; and we estimate for \$6,500 now.

Mr. DOCKERY. But the Secretary has refused to give that increased estimate.

Mr. LYMAN. All I can state is that the necessity for traveling increases as the service extends. The condition of the Indian service has made it necessary to do more traveling in remote sections of the country, and it costs more money; and so far as we can see now it will be impossible to do the necessary work of the Commission on the amount allowed last year or for the current year. We ask \$1,250 to be added to that appropriation.

Thereupon the committee adjourned, subject to the call of the chairman.

WEDNESDAY, May 11, 1892.

MINT AT SAN FRANCISCO.

STATEMENT OF HON. JNO. T. CUTTING, REPRESENTATIVE FROM THE STATE OF CALIFORNIA.

Mr. HENDERSON. In regard to the mint at San Francisco, I see there is only one change suggested, and that is a change of the word "Computing" to "Computation." There is no increase asked for there. I notice the expenditures have exceeded the appropriation in some cases?

Mr. CUTTING. Yes, sir.

The CHAIRMAN. You can explain that, please?

Mr. CUTTING. I have a little statement of facts here which I will be pleased to read to you.

Mr. HENDERSON. I see the appropriation for incidental expenses was \$40,000 and expenditures were \$47,619 in 1891?

The CHAIRMAN. That was taken out of another fund, and we will hear him on that.

Mr. CUTTING. Yes, sir; that was taken out of another fund.

The mint at San Francisco is one of the most important if not the most important coinage mint in the United States. The deposits at that mint during the last fiscal year were \$21,500,000 in gold and over \$10,000,000 in silver, a total of over \$31,500,000. The bulk of the business consists of the receipt of deposits of crude gold from the mines of the Pacific Slope, and the manufacture of the same into gold coins for depositors. The bulk of the gold coinage of the United States is executed at the mint at San Francisco. Of the total gold coinage of \$24,172,202 during the last year, \$21,460,000 were executed at the mint at San Francisco, most of the balance being executed at the mint at Carson.

In addition to the coinage of gold the mint at San Francisco is coining 100,000 silver dollars each month for shipment through the different parts of the Pacific Slope. It is also engaged in the recoinage of the uncurrent subsidiary silver coins in the assistant treasury at San Francisco into new dimes and quarters, for which there is a pressing demand.

The mint is very busily employed, is a model institution of its kind, the only modern mint in the United States, and is very economically conducted. The

superintendent of the mint, Gen. Dimond, is a practical business man and a successful business man, and I do not think there is a branch of the Government that is conducted with more economy than the mint at San Francisco. He is there almost continually, devotes almost his entire undivided time to it, and it is one of the busiest places you were ever in. They are working hard there and earning their money.

Notwithstanding that the force has been constantly reduced under the present superintendent the expenses for wages are necessarily in excess of the amount appropriated annually by Congress. The amount appropriated last year for wages was \$170,000, while the amount expended for wages was \$210,865, or over \$40,000 more than the appropriation; the difference having been paid from the appropriation for the coinage of silver bullion contained in the act of July 14, 1890, and covered the cost exclusively of coining 9,350,373 standard silver dollars coined at that mint during the last year.

The appropriation for wages at San Francisco has been largely reduced in recent years: In 1878 it was \$275,000, in 1881 it was \$265,000, in 1882 it was \$260,000, in 1883 it was \$243,700, in 1886 it was \$235,000, in 1887 it was reduced to \$170,000, at which it has since remained.

The Director has estimated for the very lowest amount upon which the mint can be possibly conducted, both for wages and contingent expenses, and it would cripple the institution seriously if this amount were reduced.

Mr. DINGLEY. You say the expenditure for wages for 1891 was \$210,865, while the appropriation was only \$170,000, and that the balance was paid from the profits of the silver coinage?

Mr. CUTTING. It was paid from the appropriation for silver coinage.

Mr. DINGLEY. Over \$40,000?

Mr. CUTTING. Say \$40,000 in round numbers.

Mr. HENDERSON. What was that, on wages of workmen?

Mr. CUTTING. Yes, sir; the appropriation was \$170,000, while they actually paid \$210,865.

Mr. DINGLEY. Can not that fund be used now for that purpose?

Mr. CUTTING. It has been; it was used last year.

Mr. DINGLEY. The coinage now is small?

Mr. CUTTING. Yes, sir. Gen. Dimond writes that if they can get the amount of their estimate they can run the mint very economically.

The CHAIRMAN. Can not they coin five and ten dollar gold pieces just as cheap as silver dollars; is there any difference in the amount of wages for coining?

Mr. CUTTING. When you come to the cost of coining, that is a matter it would be presumptuous on my part to say I am posted on that part of the business, for I am not. I came here because Gen. Dimond, the superintendent of the mint, asked me to look after the interests of the mint, and I came here to make this statement for your consideration; but when it comes to the practical running of the mint and the coinage of silver dollars and five and ten dollar gold pieces, why, I can not tell you.

Mr. HOLMAN. Can you state how much there is to the credit of the seigniorage up to this time?

Mr. CUTTING. No, I can not.

Mr. HOLMAN. It is quite a large sum?

Mr. CUTTING. I have not got those figures at all; they did not give them to me.

Mr. HOLMAN. It is some six or seven millions; as much as that?

Mr. CUTTING. I could not tell.

Mr. DINGLEY. It has been expended for the redemption of the public debt.

Mr. HOLMAN. Somewhat, but there is a large sum to the credit of the seigniorage in the different mints.

Mr. CUTTING. You probably have those figures here. I can say in regard to that mint that there are not four or five men standing around the doors as in some of the Departments of the Government waiting for somebody to come in; and if there is an institution that is run in a business way it is the San Francisco mint.

The CHAIRMAN. How many silver dollars did you coin last year at that mint; I wish to fix the figures in my mind?

Mr. CUTTING. Here are the figures: \$9,350,373.

I thank you, gentlemen, for the time you have given me.

FRIDAY, May 13, 1892.

DEPARTMENT OF THE INTERIOR.

STATEMENT OF CYRUS BUSSEY, ASSISTANT SECRETARY.

The CHAIRMAN. We want to inquire of you whether or not we can dispense with some portion of the nine members of the board of pension appeals; whether it is necessary to continue that number at this time?

Gen. BUSSEY. Well, I think it is absolutely necessary.

The CHAIRMAN. You may state how many cases are before them, and why it is necessary they should be continued?

Gen. BUSSEY. We have about one year's work before the board now.

Mr. HOLMAN. You have three different boards?

Gen. BUSSEY. Yes, sir.

Mr. DOCKERY. What do you mean by having one year's work before the board?

Gen. BUSSEY. We have appeals enough filed to take a year to dispose of.

Mr. DOCKERY. How many cases?

Gen. BUSSEY. Five thousand cases. There is a great amount of labor which devolves upon the board. All kinds of questions come up from the Pension Office that have to be looked into, and it has a great deal of legal business.

The CHAIRMAN. Is there much required under the new act of June 27, 1890?

Gen. BUSSEY. Yes, sir.

The CHAIRMAN. What other points do you wish to examine him on?

Mr. HOLMAN. In regard to the land inspectors.

Mr. DOCKERY. You speak of being one year in arrears?

Gen. BUSSEY. Yes, sir.

Mr. DOCKERY. How does the volume of arrears now compare with one year ago or two years ago?

Gen. BUSSEY. Well, the tendency is for the work to fall off, and I think in the course of a year or two a considerable portion of the work can be dispensed with.

Mr. DOCKERY. Can you state in exact numbers the claims pending now and the number pending one and two years ago?

Gen. BUSSEY. There is probably a thousand less claims pending now than a year ago, but claims have been filed nearly as rapidly as they have been disposed of during the last year.

Mr. DOCKERY. How far were you in arrears two years ago?

Gen. BUSSEY. Two years ago, of course, we were not so far in arrears. It has resulted in the adjudication of a large number of claims. When we came into office three years ago there was a great number of claims pending, old claims that had been pending for a long time, several years, and as they were adjudicated by the Pension Office a great many of them were rejected, and there were a great many appeals filed, more than are being filed now.

Mr. DOCKERY. Do you find any considerable number of appeals filed under the act of June 27, 1890?

Gen. BUSSEY. Yes, sir; there are a good many.

Mr. DOCKERY. Upon issues of facts?

Gen. BUSSEY. No; upon issues of law, and issues of facts sometimes. In regard to questions of law, there are a number of interesting questions that come up under the act of June 27, 1890, and I have rendered a large number of decisions which are—

Mr. DOCKERY. Has a claimant, under the act of June 27, 1890, a right to appeal upon a question of fact?

Gen. BUSSEY. Yes, sir.

Mr. HENDERSON. They can appeal generally in any case?

Gen. BUSSEY. Yes, sir; but the questions which give us the most trouble are questions of interpretation of the law. Now, I have a question before me to-day: have had it for the last two or three months: in fact, it has been passed upon by the Attorney-General of the United States, which has cost the Government, in my mind, a great deal of money, and I doubt whether it has been correctly interpreted, and I am raising the question again for the purpose of having it submitted the second time to the Attorney-General. We have numerous cases of that kind, and I believe a careful examination of the action of my office will show that we have saved the Government a very large amount of money, that the existence of this appeal board has saved the Government a large amount of money instead of costing the Government anything.

Mr. HOLMAN. The appeals are always by parties whose claims in whole or in part have been rejected?

Gen. BUSSEY. Yes, sir; but at the same time we have corrected the Pension Office in a great many cases, and restricted the office because they were not enforcing the law in numerous cases.

Mr. DOCKERY. Will you send to Gen. Forney, chairman of the committee, a statement showing the number of claims now pending, the number you have adjudicated within the last year, the amount of allowances involved in those adjudicated: also the number of claims which were on hand unadjudicated twelve months ago?

Gen. BUSSEY. I can furnish you a statement of the number of claims which were pending a year ago and the number which were allowed the year previous, and the same statement for this year, and the number pending.

Mr. HENDERSON. Why can not you give us that for the last four years?

Gen. BUSSEY. I could.

Mr. HENDERSON. Well, do that.

Gen. BUSSEY. I will do so.

Mr. DOCKERY. Let your comparative exhibit cover the period of the last four years.

Gen. BUSSEY. Yes, sir.

The CHAIRMAN. As Assistant Secretary do you have anything to do with the land inspectors?

Gen. BUSSEY. Only to audit their accounts.

The CHAIRMAN. Do you know anything about the importance of retaining two special land inspectors?

Gen. BUSSEY. Yes, sir; I think it is of the utmost importance.

The CHAIRMAN. What do they do?

Gen. BUSSEY. These two special land inspectors are sent to such points, and were used in the opening of Oklahoma. They are sent to carry out the specific instructions of the Secretary with regard to the enforcement of the law and to detect any violation of the law, and to have a general supervision over all questions in which the Department is interested. They were of great use in the opening of these new territories to settlers. They had a restraining influence over the people who wanted to go in there in violation of law, and were on the ground to give advice to the officers of the land office, and it is made their duty to be thoroughly posted in regard to the enforcement of the law and to be sent anywhere, wherever there is a report that the law is being violated and where the land office is reported to be in a bad condition in any way.

Mr. HENDERSON. I understand they are the thoroughly equipped confidential agents of the Secretary of the Interior. They gather information on any subject over which the Department has jurisdiction?

Gen. BUSSEY. Yes, sir.

The CHAIRMAN. Heretofore you had but one and in the last Congress we gave you another. What was the necessity for that?

Gen. BUSSEY. The necessity for that was because a great amount of land was brought in under these new purchases from the Indians, the settlement of Oklahoma and in Dakota, and the settlement of a great many land questions between the Government and railroad corporations and things of that kind has made the services of these two special agents absolutely necessary.

Mr. DOCKERY. Will they be so essential in the coming fiscal year?

Gen. BUSSEY. Yes, sir; these questions are going on and other questions are pending which make their services next year quite as important as last year.

The CHAIRMAN. I wish to call your attention to the brackets; you seem to recommend something should be cut out there. The brackets mean that the part inclosed by them is to be cut out. Is there any necessity for cutting that out?

Mr. HENDERSON. I suppose that is to give broader jurisdiction.

Gen. BUSSEY. It is to make them available for any service connected with the Department.

The CHAIRMAN. Would they have to be appointed by the President, if that is stricken out, instead of by the Secretary of the Interior?

Gen. BUSSEY. That I do not know about—no; it says, "to be appointed by the Secretary of the Interior."

Mr. HENDERSON. You could leave in the words "to be appointed by the Secretary of the Interior"?

The CHAIRMAN. Suppose the part in brackets is stricken out, would not the President then appoint?

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Gen. BUSSEY. No; I think not.

Mr. HOLMAN. Would it not be better to retain the words, so as to have no ambiguity about it?

Gen. BUSSEY. Yes, sir; I think so. The object is to make them available for any service connected with the Department.

Mr. HOLMAN. The object was to give the Secretary the appointment?

Gen. BUSSEY. Yes, sir.

Mr. HOLMAN. They are intended to occupy substantially the same position towards the Secretary as the Indian inspectors do in the Indian service?

Gen. BUSSEY. Yes, sir.

Thereupon the committee adjourned to meet to-morrow, Saturday, May 14, 1892, at 10:30 a. m.

MONDAY, May 16, 1892.

STATEMENT OF JAMES P. LOWE, ACTING SUPERVISING ARCHITECT OF THE TREASURY DEPARTMENT.

Mr. HENDERSON. What is your business?

Mr. LOWE. I am chief of the engineering and drafting division, Supervising Architect's Office; and am at present Acting Supervising Architect, in the absence of the Architect, who is sick.

Mr. HENDERSON. Look on page 35 of this bill and state what would be the effect of adding the word "exclusive" after the word "architect," in the fifth line. Do you see any objection to such an amendment?

Mr. LOWE. No, sir; that would not affect our practice at all. We interpret the act to mean that these persons must be employed in the Office of the Supervising Architect.

Mr. HENDERSON. Just the same as if the word "exclusive" was in the act?

Mr. LOWE. Yes, sir.

Mr. HENDERSON. Suppose we wish to cut out the following language in this paragraph: "And the Secretary may hereafter make temporary appointments of architects, skilled draftsmen, and civil engineers in the Office of the Supervising Architect for the foregoing purpose under such rules and regulations as the Secretary may prescribe." What effect would that have if we cut out those words?

Mr. LOWE. The effect would be to very materially limit our opportunities for employing skilled professional men. Our particular difficulty with regard to technical work is in getting men of high grade. We have no trouble in getting men of low grade. Our efforts to get suitable persons through the Civil Service Commission were substantially a failure, as at many of the examinations there were no applicants. For instance, for heating and ventilating experts and engineers and draftsmen, after several calls by the Civil Service Commission, nobody presented himself for examination; and if the Secretary had not had this power to appoint we would have had no means of getting them.

Mr. HENDERSON. With those words out, you would be remitted wholly to what you could get under the civil-service law?

Mr. LOWE. Yes, sir.

Mr. HENDERSON. What class of men do you mean to employ under that provision which it is proposed to cut out?

Mr. LOWE. Technical men, draftsmen—the best class of people.

Mr. HENDERSON. Modelmen?

Mr. LOWE. No, sir: architectural draftsmen and engineers.

Mr. HENDERSON. What number have you employed under that provision?

Mr. LOWE. I made a report of that to this committee. It is small, not more than half a dozen.

Mr. HENDERSON. And yet these draftsmen are absolutely needed for the proper discharge of the duties of the office?

Mr. LOWE. Yes, sir.

Mr. HENDERSON. Where do they work?

Mr. LOWE. In the Office of the Supervising Architect.

Mr. HENDERSON. What class of work do they do?

Mr. LOWE. They work on designs and make working drawings for public buildings.

Mr. HENDERSON. All over the country?

Mr. LOWE. Yes, sir.

Mr. HENDERSON. They have to be a high grade of workmen?

Mr. LOWE. Yes, sir. There is great difficulty in getting high-grade workmen.

Mr. HENDERSON. What are they paid, as a rule?

Mr. LOWE. From \$5 to \$6 or \$6.50 per day. I will say in regard to that that when we employ a man under this provision we set his compensation as low as he will accept, usually with the promise that if he is satisfactory we will raise it.

Mr. HENDERSON. And you have a right to discharge him at any time?

Mr. LOWE. Certainly. They are temporary employes.

Mr. HENDERSON. That would not be the case if you got them from the civil service?

Mr. LOWE. No; we could not dismiss them without going through the process of showing the reasons why we did so.

Mr. HENDERSON. Are these men sometimes employed for a special job?

Mr. LOWE. Not since we have had this provision, because we have had such a great abundance of work that we have kept them busy.

Mr. HENDERSON. Have you under that provision secured thoroughly competent men?

Mr. LOWE. We have secured two or three good men. Of course they vary. We can take them and try them. Under the other system we would have no other means.

Mr. HENDERSON. I suppose the men bring credentials?

Mr. LOWE. Yes. After all, men come with very good credentials, and yet we find that they do not suit our work.

Mr. HENDERSON. Have you dropped men found to be inefficient and employed others?

Mr. LOWE. Yes, sir.

Mr. FORNEY. Is Mr. Pease in your department?

Mr. LOWE. Yes, sir.

Mr. FORNEY. Mr. Pease was before the subcommittee on the sundry civil bill, and his attention was called to section 4 of the act of August 5, 1882. You will find that that act says that no civil officer, clerk, draftsman, messenger, or other civil employé shall be employed in any Executive Department of the Government except at such rates as may be specifically appropriated for by Congress for that fiscal year. The law says also, in case of the employment of such persons, they must be paid out of the contingent fund, unless they are authorized and specifically appropriated for by law. Now, Mr. Pease said that, under the law limiting the amount of the expenditure (the limit last year was \$200,000), you employed under this special clause, to be paid out of the contingent fund, a number of men in Washington City. We want to know whether or not you did that?

Mr. LOWE. That is a mistake on the part of Mr. Pease. These persons are not employed under that clause of the appropriation act to which my attention has just been called, giving the Secretary power to make temporary appointments of technical men. These persons are paid out of the repairs and preservation fund—out of the general appropriation. They are employed under the provision that authorizes the Department to employ special service to the amount of \$10,000.

Mr. HENDERSON. Have any employés been put to work under the provision authorizing skilled workmen?

Mr. LOWE. No, sir.

Mr. FORNEY. And have they been paid out of any other fund except the fund of \$200,000 appropriated for public buildings?

Mr. LOWE. No, sir.

STATEMENT OF HON. CHARLES FOSTER, SECRETARY OF THE TREASURY.

Mr. HENDERSON. There is an amendment pending upon which we want to hear you before it is acted upon. This amendment is pending:

"That so much of the act entitled 'An act in amendment to the various acts relative to immigration and the importation of aliens under contract or agreement to perform labor,' approved March 3, 1891, as creates the office of Superintendent of Immigration at \$4,000 per annum, a chief clerk at \$2,000 per annum, and two clerks of class 1, be, and the same is hereby, repealed; and the functions and duties of said Superintendent prescribed by the said act shall hereafter be exercised and performed by one of the Assistant Secretaries of the Treasury, to be designated by the Secretary of the Treasury."

Gen. Nettleton was before this subcommittee a few days ago, when this question was asked:

"The CHAIRMAN. Was the alien contract labor law enforced by the Treasury Department previous to the establishment of this Bureau of Immigration?"

"Mr. NETTLETON. All that work was entirely under the supervision of the Secretary of the Treasury, without the intervention of any Bureau office. The details were attended to by this miscellaneous division, about which I have just been reading, and the chief of the division practically performed the same duties that the present Superintendent of Immigration now performs."

"The CHAIRMAN. Was that not as well performed then as it is now?"

"Mr. NETTLETON. I think so."

"Mr. DOCKERY. Is there any reason why one of the Assistant Secretaries, or the Secretary of the Treasury, could not perform that duty efficiently?"

"Mr. NETTLETON. There is no reason whatever."

There is the testimony of the Assistant Secretary about this proposed amendment, and we desire to hear you as the head of that Department before action is taken in the subcommittee. We would be glad to have your views.

Mr. FOSTER. We have in the Treasury Department, I think, about twenty-eight or thirty Bureaus, each with a head. It has been thought wise to create these Bureaus, each with a head. I see no reason why any one of them could not be dispensed with and a division of the Secretary's office created, or the duties assigned to some office now existing, in which the duties of these various officers might be performed; but after a good deal of thought about this I am inclined to the opinion strongly that the present method of conducting this business is a wise one; that each one of the Bureaus ought to have a head, and therefore, I am inclined to that opinion and favor the continuance of the Bureau as it is now created.

Mr. HENDERSON. You mean the Bureau of Immigration?

Mr. FOSTER. The Bureau of Immigration. If you apply the same principle you can dispense with every other Bureau, but to do it you would have to create divisions and put at the head of each one of them some one who would perform precisely the same duties as are now performed by the Bureau chiefs.

You are aware that the duties of the Secretary of the Treasury are divided among three Assistant Secretaries who have charge of these various Bureaus in the Department. Secretary Spaulding has charge of the Bureau of Immigration.

Mr. HENDERSON. Mr. Nettleton is not in charge of that Bureau now?

Mr. FOSTER. No, sir. Mr. Spaulding is in charge of it. Before this Bureau was created, the chief of the miscellaneous division had charge of this work, and Mr. Nettleton or anybody else could safely say the business was well done under that division. If you abolish the office of superintendent of this Bureau you must get somebody else in this place, and the same clerical force will be required to do the work. You have got to put it under either the Secretary's office, or under another division or bureau. My impression is it ought to be done through the head of the Bureau.

Mr. FORNEY. Is not most of this business done in the city of New York?

Mr. FOSTER. Largely; but it is scattered all over the country.

Mr. FORNEY. It is done outside of the Treasury?

Mr. FOSTER. Yes, sir; so is the customs.

Mr. HENDERSON. Col. Weber is under this Bureau?

Mr. FOSTER. Yes, sir.

Mr. HENDERSON. He has special charge of the port of New York?

Mr. FOSTER. Yes, sir. That happens to be our largest port.

Mr. HENDERSON. The superintendent of this Bureau has charge of the question touching every port of the country, as well as Canada, the Pacific coast, the Atlantic coast, and the Gulf?

Mr. FOSTER. Yes, sir; and Mexico. There are a great many details—little things which somebody must look after. We simply place immigration upon the same plane as any other bureau in the Department. We could put the whole business in charge of some one else; but we would have to create a division to do precisely the same thing, and to put somebody in charge of it. The fact of the matter is, there are a great many details in these bureaus which never come to the Assistant Secretaries; but when a question of importance comes up, it is sent to the First Assistant Secretary, and if he is troubled about it, it goes to the Secretary. Nine-tenths (probably .99) of the business is done without reference to the Assistant Secretary or the Secretary.

Mr. FORNEY. It is only sent to the Secretary in complicated cases?

Mr. FOSTER. Yes, sir; where the bureau officer does not feel inclined to take the responsibility; then it goes to the Assistant Secretary—of course that means the Secretary.

Mr. DINGLEY. In your judgment, would the abolition of this office, created by the act of the last Congress, be liable in any way to diminish the efficiency of the service?

Mr. FOSTER. I do not know that I could say that, because we would put it back into the miscellaneous division.

Mr. DINGLEY. Would it be likely to reduce expenditures, or would it leave the expenditures substantially the same?

Mr. FOSTER. I think possibly it might save the salary of the superintendent.

Mr. DINGLEY. Would you not be obliged to have some man who would perform substantially the same duties?

Mr. FOSTER. Possibly, in this case we might get along without creating another division. It was taken out of the miscellaneous division, and it might be put back there.

Mr. HENDERSON. It would require the same clerical force?

Mr. FOSTER. Certainly. The only reduction would be the salary of the head of the Bureau.

Mr. DINGLEY. Would there be any danger, in case we put it back to the miscellaneous division, where the chief has various matters to attend to, of diminishing the amount of care and attention which the chief could give it?

Mr. FOSTER. I am inclined to think it would.

Mr. DINGLEY. So that the enforcement of the law would be likely to suffer somewhat?

Mr. FOSTER. If you could give it to some division exclusively that would be the same thing.

Mr. DINGLEY. You would not save any expenses, then?

Mr. FOSTER. You do not appropriate this money. It is paid out of the head tax.

Mr. FORNEY. The men employed as clerks are all paid out of this head money?

Mr. FOSTER. Yes, sir; the whole establishment is paid out of the head money.

Mr. HENDERSON. This question of immigration is agitating the country more and more every day, and the laboring men and organizations are becoming more exacting in regard to the enforcement of the law. Is it your opinion there should be some man at the head of this Bureau whose energies should be devoted to the execution of these laws?

Mr. FOSTER. I should say so; yes. I have stated it in another form.

Mr. FORNEY. You said a little while ago that Secretary Spaulding had charge of this Bureau. Is it not true that Secretary Nettleton has had it until within a short time ago?

Mr. FOSTER. Yes, sir. Mr. Nettleton thought that during the time he was being investigated, perhaps the charge of that business ought to be transferred to Mr. Spaulding, and I concurring in that view, the transfer was made.

Mr. FORNEY. That was on account of some little friction between some of these parties?

Mr. FOSTER. It was put on that ground. Mr. Nettleton thought that during his investigation the business ought to be transferred to Mr. Spaulding.

Mr. HENDERSON. I desire to call attention to the division of revenue marine. The testimony before this committee on page 33 shows that Capt. L. G. Shepard is acting chief of this division, and that he is an officer of the Revenue Marine Service. In the estimates that came from your office is this estimate:

"For chief of division, \$2,500." Since Capt. Shepard is acting chief of that division, why should this be appropriated?

Mr. FOSTER. Because it is not known how long he can act. The Secretary may be called upon to appoint somebody else. This was a departure made by Mr. Windom, detailing the Revenue Marine officer to perform this duty; but if I, in my discretion, should think it best to take somebody from the outside, I would be compelled to have money to pay him. That is all. I do not think I should do that, for I think the experiment has proven to be a success.

Mr. FORNEY. It has been working well since Mr. Windom made the change?

Mr. FOSTER. Yes; and I have no purpose of making a change.

Mr. DINGLEY. But if a special duty should come upon the Revenue Marine Service, and you would be obliged to transfer Capt. Shepard back, or if he should become ill, you would want this appropriation?

Mr. FOSTER. Yes, sir.

Mr. FORNEY. Or for any other man detailed for this service?

Mr. FOSTER. Yes, sir.

Mr. HENDERSON. We were just asking Mr. Lowe, the Acting Supervising Architect, about the effect of striking out a part of the current law regulating the office of the Supervising Architect. These are the words that we think of striking out.

(Mr. Henderson then read the words that are quoted above in the statement of Mr. Lowe.)

(Continuing.) What would be the effect in your opinion of striking that out?

Mr. FOSTER (to Mr. LOWE). What is the purpose of that?

Mr. LOWE. It is on account of the failure of the office to fill up our technical

force through the Civil Service Commission. We could not make a single appointment that way.

Mr. FOSTER. I remember that now Mr. Windrim (who was one of the best Supervising Architects we ever had) was unable to get through the Civil Service the character of draftsmen he wanted. It was impossible for him to do so.

Mr. HENDERSON. In your opinion, to strike that out would be to cripple the effectiveness of the office?

Mr. FOSTER. I think it would. I think, however, that Mr. Lyman would disagree with me.

Mr. DINGLEY. Do you think it would be practicable or wise to abolish the Navigation Bureau in the Treasury Department?

Mr. FOSTER. No; I think not. That stands about on the same basis as the others. The more I see of the workings of the Treasury Department, the more I am in favor of the bureau system?

Mr. DINGLEY. Would not the fact of its abolition necessitate practically the same number of clerks?

Mr. FOSTER. Yes, sir.

Mr. DINGLEY. It would tend to complicate the duties and duplicate the work in some respects?

Mr. FOSTER. We would have to create a division to do precisely the same thing, or we might put the work into some other division.

Mr. DINGLEY. The head of this Bureau has certainly important duties to perform, such as the determination of the respective duties on tonnage under the ship commissioners' act, certain questions relating to seamen, and a large number of other matters that require some official head, who should have some considerable discretion.

Mr. FOSTER. There has been considerable conflict between the Bureau of Navigation and the Secretary. Mr. Bate and the present deputy (I do not know how the present Superintendent feels) assumed that they have had power to do as they please, irrespective of the views of the Secretary.

Mr. DINGLEY. In the determination of questions as to tonnage duties?

Mr. FOSTER. Yes, sir; at all places. They have yielded their opinions, of course. They did take that view at first.

Mr. DINGLEY. That is a question of the construction of the law?

Mr. FOSTER. They had charge of the matter of changing names under the law and the regulations. Those things come up from time to time. Of course, if the business had to be done, if you abolish this Bureau, it will have to be done somewhere else.

Mr. DINGLEY. It is the one part that has charge of matters relating to shipping?

Mr. FOSTER. Yes, sir.

Mr. DINGLEY. It is the bureau which under the English Government, I think, is almost equal in authority with the treasury?

Mr. FOSTER. Yes.

Mr. DINGLEY. And there have been petitions from commercial circles asking that it should be made a department by itself.

Mr. FOSTER. Yes, sir.

Mr. DINGLEY. And now the proposition is to destroy the Bureau?

Mr. FOSTER. That is in the interest of economy.

Mr. DINGLEY. Do you think it would result in an economy?

Mr. FOSTER. I doubt very much whether it would. The only thing that could be saved would be the salary of the Superintendent. If you abolish one or two bureaus, we might put the work in divisions already existing in the Secretary's office. If you took it out of the miscellaneous division, you might put it in one of these bureaus; but if you abolish two or three, or half a dozen bureaus, we will have to create divisions.

Mr. DINGLEY. There was a mercantile division, and that was abolished?

Mr. FOSTER. Yes, sir. It is all covered by the first statement made as to the proper conduct of the business in the Department.

Mr. HENDERSON. Regarding the Bureau of Immigration; before that matter was put under Gen. Nettleton, as Assistant Secretary, was it not under Mr. Spaulding and also under Col. Tichenor?

Mr. FOSTER. Yes. It remained there until the third Secretary was appointed. When we came to divide the business between the three Secretaries the immigration business was given to Gen. Nettleton. Mr. Spaulding had the customs, and that is enough for one man. Gen. Nettleton desired it and Mr. Spaulding did not want it, and the division was made in that way.

STATEMENT OF W. D. OWEN, SUPERINTENDENT OF IMMIGRATION.

Mr. HENDERSON. You have heard this proposed amendment read?

Mr. OWEN. Yes, sir.

Mr. HENDERSON. I would be glad to hear your views on the subject. You may be an interested party, but you may have information in that respect.

Mr. OWEN. I prefer not to give any views, and I will only state some facts. Prior to the establishment of the Bureau of Immigration it was under the control of the miscellaneous division. All the business was managed then by that division, and I know nothing against it, but I believe it was well managed. I know that since the establishment of the Bureau and the appointment of the Superintendent it has taken my entire time to attend to the business. I have a chief clerk, a bookkeeper, a stenographer, and two keepers of correspondence. They are very busy all the time. As the Secretary has said, the vast majority of the business does not go to the Assistant Secretary, but is disposed of in the office. It is only certain matters that are given to the Assistant Secretaries, and they are only such questions as the Superintendent may feel it is prudent to consult the Assistant Secretary about. There are certain matters that must go to the Assistant Secretary for decision.

You must understand it is growing all the time, and the laboring men are interested in it. The correspondence with the representatives of labor organizations all over the country is a considerable thing.

Everywhere that there are supposed to be violations of the law, we receive letters from labor organizations on the matter, and we invariably reply to those letters, and where there seems to be any reason to think there is a violation of the law, we direct an immigrant inspector to make investigation of such supposed violations. I believe I can say, that under the present bureau system the labor organizations are better satisfied with the execution of the law than they have ever been before.

I have such letters in my possession from representatives of the leading organizations of the country. I may say further, speaking of labor matters, that during the fiscal year closing June 30 last 123 contract laborers were barred for the year. For the first three months of my superintendency we barred some 320. We will probably have barred at the close of this fiscal year 2,000. That is the condition of things.

Mr. HENDERSON. Besides the large number which you can not estimate that were barred or detected because of the existence of the law, and the watchfulness of the Bureau?

Mr. OWEN. Yes, sir. We are watching it very closely.

Mr. HENDERSON. Many contractors do not attempt now to violate the law, because of its stringency?

Mr. OWEN. We believe such to be the case.

Mr. HENDERSON. That, of course, can not be determined accurately?

Mr. OWEN. No, sir.

Mr. DINGLEY. You spoke of some correspondence you had with labor organizations as to the judgment respecting the new law and its enforcement under the Bureau?

Mr. OWEN. Yes, sir.

Mr. DINGLEY. Will you furnish the committee with some copies of such letters, or some of the more important letters from labor organizations?

Mr. OWEN. I will furnish the committee with one or two letters.

Mr. HENDERSON. Please do so, and address them to the chairman of the subcommittee, Mr. Forney.

At this point the committee adjourned.

PENSION OFFICE—EXAMINERS' PER DIEM.

DEPARTMENT OF THE INTERIOR,
BUREAU OF PENSIONS,
Washington, May 13, 1892.

J. C. COURTS, Esq.,
Clerk of Committee on Appropriations, House of Representatives:

SIR: In compliance with your dispatch of this date to the effect that the sub-committee in charge of the legislative appropriation bill requests that I should send them to-day a statement showing the amount expended for the first ten months of this fiscal year from the appropriation of \$215,000 for the per diem and traveling expenses of special examiners, I have the honor to transmit herewith a statement in detail for ten months, commencing July 1, 1891, and ending April 30, 1892, giving an aggregate expenditure of \$164,641.89.

Very respectfully,

GREEN B. RAUM,
Commissioner.

DEPARTMENT OF THE INTERIOR,
BUREAU OF PENSIONS,
Washington, D. C., May 13, 1892.

Statement showing amount expended for per diem and traveling expenses of special examiners for each of the first ten months of the current fiscal year. Appropriation, \$215,000.

Expended in—	
July, 1891	\$17, 134. 34
August, 1891	16, 350. 81
September, 1891	16, 472. 35
October, 1891	17, 893. 23
November, 1891	16, 189. 74
December, 1891	16, 047. 66
January, 1892	15, 696. 67
February, 1892	15, 528. 97
March, 1892	17, 164. 79
April, 1892	16, 163. 33
Total amount expended	164, 641. 89
Balance on hand May 1, 1892	50, 358. 11

TRADE-DOLLAR BULLION.

TREASURY DEPARTMENT, BUREAU OF THE MINT,
Washington, D. C., May 14, 1892.

Hon. W. H. FORNEY,
House of Representatives:

SIR: In compliance with your verbal request of yesterday, I inclose herewith statement showing the amount and cost of trade-dollar bullion used in the coinage of silver dollars under the act of March 3, 1891.

Respectfully yours,

E. O. LEECH,
Director of the Mint.

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Statement showing the amount and cost of trade-dollar bullion on hand June 1, 1891, and used in the coinage of standard silver dollars under the act of March 3, 1891.

On hand June 1, 1891—
 Standard ounces 4,365,631.12
 Cost \$5,020,361.61

DISPOSITION.

	Standard ounces.	Cost.	Dollars estimated.
Used in the coinage of silver dollars.....	4,364,811.67	\$5,018,844.11	3,078,422
Wasted and sold in sweeps.....	1,818.89	1,517.08	
Fractional remnants transferred to act of 1890.....	.36	.42	
Total.....	4,366,631.12	5,020,361.61	

E. O. LEECH,
Director of the Mint.

BUREAU OF THE MINT,
 May 14, 1892.

PATENT OFFICE.

DEPARTMENT OF THE INTERIOR,
 UNITED STATES PATENT OFFICE,
 Washington, May 16, 1892.

DEAR SIR: In response to your request for a statement of comparative condition of the business of the Patent Office for the years ending April 30, 1891, and April 30, 1892, I submit the following tables:

	1891.	1892.
Patents:		
Applications.....	39,939	39,473
Allowed.....	27,962	25,979
Allowed, but not issued.....	3,546	3,529
Pending.....	8,487	8,614
Patented.....	24,144	22,450
Design patents:		
Applications.....	1,178	936
Pending.....	75	17
Patented.....	908	803
Reissue patents:		
Applications.....	120	102
Patented.....	85	79
Trade-marks:		
Applications.....	1,869	1,819
Pending.....	60	17
Registered.....	1,572	1,645
Labels:		
Applications.....	839	584
Registered.....	337	27
Pending (included in trade-marks).....		
Caveats filed.....	2,335	2,298
Disclaimers filed.....	26	7

Comparative statement for the months of February, March, and April for the years 1890, 1891, 1892.

	1890.	1891	1892.	Increase.	Decrease.
Applications.....	11,102	10,999	11,371	272	
Reissues.....	27	27	28	1	
Designs.....	274	366	314	48	
Trade-marks.....	497	625	545		80
Labels.....	250	215	148		67
Caveats.....	625	647	681	34	

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Statement of applications, etc., filed during the month of April, for the years 1890, 1891, and 1892.

	1890.	1891.	1892.
Applications.....	3,870	3,320	4,003
Designs.....	147	186	125
Reissues.....	11	8	10
Trade-marks.....	152	225	216
Labels.....	91	67	42
Caveats.....	226	207	230
Disclaimers.....		16	1
Total.....	4,497	4,499	4,627

You will see by examination of the last two tables that the applications for patents now being received are larger in number than last year and the year before.

I herewith inclose copies of weekly reports of the condition of the work for the week ending April 28, 1891, and for the week ending April 26, 1892, from which you will see that there were 264 more applications on hand for action April 26, 1892, than on April 28, 1891.

In response to your request for a statement of the expenditures under the several appropriations for the years 1890, 1891, and down to the 1st of May, 1892, I submit the following:

	Fiscal year 1889-'90.	Fiscal year 1890-'91.	Ten months in fiscal year 1892..
Photolithographing	\$101,232.67	\$110,998.97	\$80,926.27
Official Gazette	56,962.40	65,996.10	42,777.90
Scientific library and foreign exchange.....	2,966.45	2,991.41	2,741.52

	May 1, 1890, to Apr. 30, 1891.	May 1, 1891, to Apr. 30, 1892..
Salaries	\$660,391.90	\$680,922.45
Photolithography	106,546.30	106,864.97
Official Gazette	54,036.10	54,647.90
Scientific library	2,901.10	2,924.62
Defense of suits	311.24	
Industrial protection.....	641.80	673.54
Total	823,886.94	846,038.48

Very respectfully, yours,

W. E. SIMONDS, *Commissioner.*

Hon. WILLIAM H. FORNEY,
Chairman Subcommittee on Appropriations, House of Representatives.

EXPORT STATISTICS.

TREASURY DEPARTMENT, BUREAU OF STATISTICS,
Washington, D. C., May 17th, 1892.

Hon. W. H. FORNEY, M. C.,
House of Representatives, Washington, D. C.:

DEAR SIR: I desire to call your attention to a request which we have made year after year in our annual report, that such legislation be enacted that will enable the Bureau of Statistics to secure more accurate statistics of our exports of merchandise to foreign countries by rail and other land vehicles.

There is great need for an amendment of our present statutes in this respect in order that we may be furnished with more accurate statistics of our exports to foreign countries which are contiguous to the United States. I enclose here-

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with a provision, if enacted in the law either in part of appropriation bill or in a separate measure, would correct the omission to which I refer. I would therefore most respectfully request that you give this matter your careful consideration, and request that you do what you possibly can to secure the amendment to our laws.

Permit me to further state that the enactment of this law will not cause any increase in the expenses of the Government.

Respectfully, yours,

S. G. BROCK,
Chief of Bureau.

TERRITORY OF NEW MEXICO.

TREASURY DEPARTMENT, *May 18, 1892.*

Hon. WILLIAM S. HOLMAN,
Chairman Committee on Appropriations, House of Representatives:

SIR: I have the honor to transmit herewith, for the consideration of the House Committee on Appropriations, copies of the letter of the First Comptroller of the 17th instant and its inclosures, looking to an appropriation of \$25,000, to be used to rent a suitable hall and rooms, and to provide furniture for the same, for the use of the Territorial legislature of New Mexico, the Territorial building where the legislature has of late assembled, and its contents, having been destroyed by fire.

The matter has this day been laid before Congress through the Speaker of the House of Representatives.

Respectfully, yours,

CHARLES FOSTER,
Secretary.

TREASURY DEPARTMENT, FIRST COMPTROLLER'S OFFICE,
Washington, May 17, 1892.

Hon. CHARLES FOSTER,
Secretary of the Treasury:

SIR: I have the honor to recommend that you submit to Congress an estimate for a further appropriation for \$2,500 for legislative expenses of the Territory of New Mexico for the fiscal year 1893.

So much of this appropriation as may be necessary to be used to rent a suitable hall and rooms and provide furniture for the same, for the use of the Territorial legislature of New Mexico, the Territorial building where the legislature has of late assembled, and its contents, having been destroyed by fire.

It is understood that the United States has at Santa Fe a building known as the "Old Adobe Palace," for the repairs of which there was appropriated in 1890 and 1891 the sum of \$5,000. This building is under the control and custody of the Secretary of the Interior, and it is possible that it is fit and can be used for the purpose herein indicated, without conflicting with other interests of the United States, and thereby render unnecessary the expenditure of a large part of the appropriation which is herein estimated for and recommended.

I recommend that these facts be submitted to Congress with your estimate.

Very respectfully,

A. C. MATTHEWS,
Comptroller.

WASHINGTON, *May 17, 1892.*

Hon. SECRETARY OF THE TREASURY:

SIR: I am officially advised of the entire destruction by fire of the Territorial capitol building at Santa Fe, N. Mex., on the 12th instant, and as our legislative assembly convenes at Santa Fe next December, I most respectfully request that

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you have prepared at your earliest convenience an estimate of the cost or rental of suitable quarters duly furnished for the use of the Territorial assembly, which will meet at Santa Fe, N. Mex., on the last Monday in December, 1892.

I have the honor to remain, yours, truly,

A. JOSEPH,
Delegate from New Mexico.

P. S.—The mentioned estimate is required by the H. R. Committee on Appropriations as a basis for making the necessary appropriation for the purpose herein indicated.—A. J.

[Telegram.]

SANTA FE, N. MEX., May 13, 1892.

Hon. ANTONIO JOSEPH,
150 Maryland ave. NE., Washington, D. C.:

The Santa Fe Board of Trade earnestly requests your most active efforts to obtain appropriation of two hundred thousand dollars to rebuild capitol, and will be glad of any suggestions of assistance which can be rendered from here,

GEO. W. KNOEBEL,
Secretary.

[Telegram.]

SANTA FE, N. MEX., May 13, 1892.

Hon. A. JOSEPH,
210 I st. NE., Washington, D. C.:

Territorial capitol burned last night. Introduce bill to appropriate two hundred thousand dollars to rebuild. Congress should not hesitate regarding this, as Territory paid for original building, and can not bond further. Try to advance by unanimous consent, to meet exigency, as building is needed for legislature in December.

T. BRADFORD PRINCE,
Governor.

LIBRARY OF CONGRESS.

WASHINGTON, May 19, 1892.

SIR: The necessities of the public service in my office as register of copyrights require the additional help asked for by me in the estimates. The international copyright act of March 3, 1891, imposed on the Library a heavy amount of additional work, increasing by over 5,000 the copyrights entered in my office, and requiring a weekly catalogue of all copyrights to be furnished by me to the Treasury, to aid in enforcing the law against imported or pirated editions. This has entailed a heavy amount of clerical labor, under stress of which the copyright records have fallen into arrears impossible to avoid with the small force in service.

I have to deal with a correspondence of 70,000 to 75,000 letters annually, to register 50,000 copyrights, and furnish certificates under seal of my office for most of them; to receive, record, stamp, number, and file away 2 copies of each publication; to record all transfers of copyrights; to furnish transcripts and certificates to be used as evidence in suits, and to carry on at the same time the large and increasing business of the Congressional Library, with its heavy accessions, catalogue system, purchases of books, supplying information at call to Senators, Representatives, Government officers, and the public generally.

To carry on all this I have a maximum force of twenty-eight assistants, three of whom are employed in the law library, while the Boston Public Library, with half the number of books, has eighty-nine assistants, and the British Museum Library, with twice as many books, but no copyright business, has ninety-five assistants. The Patent Office, with 25,000 patents a year, employs almost four hundred clerks.

The fees paid into the Treasury by me for the calendar year 1891 were \$38,845,
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all received for copyrights; and the added fees by increase of business (and increase of labor) were about \$5,000, or more than double the small increase asked for. The money value of copyright books and art works is very great—that of law books alone being about \$8,000 a year, which would otherwise have to be bought.

The addition of one skilled assistant at \$1,600 is asked; also, a provision of one at \$2,500, in lieu of or dropping one at \$1,800, this last being essential to secure the services of a competent expert, as the copyright business is not merely clerical work, but involves a thorough knowledge and construction of law. I also ask for a laborer at \$720, in place of \$600, as at present, this being more than justly due the faithful man who delivers and collects books day and evening at the residences of members, and who is working at less than laborers' pay. The added \$500 on contingent fund is needed to repair furniture of the Library, 75 chairs being more or less broken, and to replace some past further service; also for postage and freights, added expenses of foreign copyright business. The addition to book fund is less than is needed to keep up with the new foreign books which must be had for the use and information of Congress.

Very respectfully,

A. R. SPOFFORD,
Librarian of Congress.

Hon. W. H. FORNEY, *Chairman, etc.*

IMMIGRATION SERVICE.

TREASURY DEPARTMENT,
Washington, D. C., May 18, 1892.

MY DEAR SIR: Pursuant to the request which you made of me, I recently appeared before your subcommittee. I have the honor to inclose herewith a list of immigrant inspectors now in the employ of the United States, together with the station and compensation of each.

Respectfully, yours,

A. B. NETTLETON.

Hon. A. M. DOCKERY,
Chairman, House of Representatives.

List of immigrant inspectors.

Name.	Station.	Compensation.
Adams, Chas. E.	Cincinnati	\$4
Bates, Irving	Port Huron, Mich.	4
Bingham, H. T.	Boston	\$1,200
Burst, Jno. W.	Chicago	4
Chance, Mahlon	New York	4
Conkling, Jno.	New Orleans	5
Cogswell, Parsons B.	Concord, N. H.	\$1,200
Craddock, W. W.	Montreal, Canada	\$1,200
Davis, S. G.	Baltimore	6
Davis, Augustus J.	St. Louis, Mo.	4
De Barry, Jno. R.	Buffalo	4
Duncan, Wm.	Detroit	4
Edwards, S. D.	Boston, Mass.	4
Elliott, Timothy	Portland, Me.	4
Epping, Julien	Portland, Oregon	4
Evans, J. M.	Ashtabula, Ohio	\$1,200
Elderdice, Irvin H.	Baltimore	5
Fisher, Thos. H.	Port Townsend	4
Furness, William	Ogdensburg, N. Y.	4
Farrell, Jno.	New York	4
Gilluly, Geo. K.	do	4
Gilmour, Jas.	Morristown, N. Y.	\$1,200
Gallagher, C. H.	New York	5
Goff, C. J.	Baltimore	4
Holland, J. J.	Key West, Fla.	4
Henry, Wm. W.	Burlington, Vt.	4
Kelly, Cornelius	Indianapolis	4

* And expenses.

† 90 days from Apr 12, 1892.

‡ Per annum

List of immigrant inspectors—Continued.

Name.	Station.	Compensation.
Kenworthy, W. S.	New York	*\$6
Kemple, Jacob	Buffalo, N. Y.	†1,200
Larned, Frank H.	Washington	*4
Laws, G. L.	Omaha	*4
Layton, R. D.	Pittsburg	*5
Lester, A. J.	Springfield, Ill.	*6
Litchman, C. H.	Boston	*6
Lee, Tim. F.	New York	*5
Morris, C. S.	do	*4
McCabe, P. J.	St. Paul, Minn.	*4
McFadden, C. R.	Calais, Me.	*4
Malloy, A. G.	El Paso, Tex.	*6
Massey, Jas.	Baltimore	†1,200
McGregor, J. S.	Brownsville, Tex.	†1,200
McCook, Ed. M.	Providence, R. I.	6
Mott, Chas. W.	Milwaukee	*4
Newcomer, D. P.	San Antonio, Tex.	*4
Osborn, S. E.	New York	5
Pledger, Wm. A.	Savannah, Ga.	*4
Pearson, Chas. A.	St. Vincent, Minn.	4
Ryan, Thos. C.	Toledo, Ohio	1,200
Savage, Dan'l B.	Bangor, Me.	*4
Schell, Hiram H.	Sault St. Marie, Mich.	*4
Seeley, F. B.	Suspension Bridge, N. Y.	*4
Sellew, Wm.	Willimantic, Conn.	*4
Stratton, Jno. M.	Philadelphia	*4
Stitch, G. F.	Chicago	*6
Slaght, Jas. C.	New York	†1,200
Smiley, Milton	Washington	*4
Snyder, Chas. W.	Sumas City, Wash.	4
Taylor, Peter	New York City	4
Taylor, Melvin H.	Dunkirk, N. Y.	†1,200
Thobe, Geo. H.	New York	*5
Thorpe, G. C.	Pembina, N. Dak.	†1,200
Tuomey, Sam. R.	Charlotte, N. Y.	†1,200
Woodbridge, F. A.	Newport, Vt.	†1,200
Wanzer, Geo. G.	New York City	4
Windom, E. H.	Duluth, Minn.	*4

* And expenses.

† Per annum.

‡ 90 days from Apr. 26, 1892.

VACANCIES IN WAR DEPARTMENT.

WAR DEPARTMENT,

Washington, May 17, 1892.

SIR: In response to your request of the 13th instant, I have the honor to inclose herewith a statement showing:

1. The vacancies which occurred from any cause in each of the Bureaus and offices of the War Department in Washington during the fiscal year 1891, in each of the several grades of the classified civil service, and in the positions of messengers and assistant messengers and laborers, the whole number of such vacancies, and the aggregate amount of their salaries for the period of one year.

2. The same information for the first ten months of the current fiscal year.

3. The vacancies now existing in each of the Bureaus and offices of the Department in the several grades of the classified civil service and in the positions of messengers, assistant messengers, and laborers, the whole number of such vacancies, and what would be the aggregate amount of their salaries for the period of one year.

It has been the practice of the Department to immediately fill vacancies occurring in the higher grades by promotion from the next lower grades, in accordance with the civil-service rules, and to make appointments to the vacancies so created in the lowest grades as soon as certification of names from which to make selection for such appointment could be obtained from the Civil Service Commission, all vacancies being filled as soon as possible.

I also transmit a statement showing the amount of money turned into the Treasury by this Department at the expiration of the fiscal year ending June 30, 1891, from lapsed salaries accruing from vacancies by death, resignation, dis-

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charge, etc., during that year, and of the amount from the same source during the first ten months of the present fiscal year. The large amount in 1891 was caused principally by the delay in making appointments of the additional clerks and copyists provided for by the special act approved August 29, 1890, for the Record and Pension Division; and this delay was occasioned by the time necessarily occupied in procuring a suitable building, putting the same in proper condition, and providing furniture for the new force.

Very respectfully,

L. A. GRANT,
Acting Secretary of War.

Hon. W. S. HOLMAN,
Chairman Committee on Appropriations, House of Representatives.

Statement showing the vacancies which occurred from any cause in each of the Bureaus and offices of War Department during the fiscal year 1891 in each of the several grades of the classified civil service and in the positions of messengers and assistant messengers and laborers, the whole number of such vacancies, and the aggregate amount of their salaries for the period of one year.

Grade.	Re- signed.	Dis- charged.	Died.	Total.	Rate of pay per annum.	Aggre- gate amount of salary for one year.
Office of the Secretary of War:						
Chief of division	1			1	\$2,000	\$2,000
Class 3			1	1	1,600	1,600
Class 2	1			1	1,400	1,400
Class 1	1			1	1,200	1,200
Class \$1,000	2			2	1,000	2,000
Assistant messenger	2			2	720	1,440
Laborer	1			1	680	680
				9		11,300
Office of the Record and Pension Division:						
Class 3	1			1	1,600	1,600
Class 2	2			2	1,400	2,800
Class 1	30	5		44	1,200	52,800
Class \$1,000	13	1	4	18	1,000	18,000
Copyist	3			3	900	2,700
Assistant messenger	1			1	720	720
Laborer		3		3	680	1,980
				72		80,600
Office of the Adjutant-General:						
Class 4	1			1	1,800	1,800
Class 1	9		2	11	1,200	13,200
				12		15,000
Office of the Inspector-General:						
Class 3	1			1	1,600	1,600
Office of the Judge-Advocate-General:						
Class 1	1			1	1,200	1,200
Assistant messenger	1			1	720	720
				2		1,920
Office of the Quartermaster-General:						
Class 4			1	1	1,800	1,800
Draftsman			1	1	1,800	1,800
Class 2	1			1	1,400	1,400
Class 1	1			1	1,200	1,200
Assistant draftsman	1			1	1,200	1,200
				5		7,400
Office of the Commissary-General:						
Class 1	1			1	1,200	1,200
Class \$1,000	2		1	3	1,000	3,000
				4		4,200

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Statement showing the vacancies which occurred from any cause in each of the Bureaus and offices of War Department during the fiscal year 1891, etc.—Continued.

Grade.	Re- signed.	Dis- charged.	Died.	Total.	Rate of pay per annum.	Aggre- gate amount of salary for one year.
Office of the Surgeon-General:						
Class 3.....			1	1	\$1,600	\$1,600
Class 2.....			1	1	1,400	1,400
Class 1.....	4			4	1,200	4,800
Class \$1,000.....	1			4	1,000	4,000
Assistant messenger.....		1		1	720	720
Laborer.....	1			1	660	660
				12		13,180
Office of the Paymaster-General:						
Class 3.....	1			1	1,600	1,600

Grade.	Re- signed.	Dis- charged.	Died.	Trans- fer.	Total.	Rate of pay per annum.	Aggre- gate amount of salary for one year.
Office of the Chief of Engineers:							
Class 3.....			1		1	\$1,600	\$1,600
Class 2.....				1	1	1,400	1,400
Assistant messenger.....				1	1	720	720
Laborer.....		1			1	660	660
					4		4,380
Office of the Chief of Ordnance:							
Class 1.....	2				2	1,200	2,400
Office of the Chief Signal Officer:							
Class 1.....	5				5	1,200	6,000
Class \$1,000.....	2		1		3	1,000	3,000
Telegraph operator.....	1				1	1,000	1,000
Copyist.....	4				4	900	3,600
Do.....	2				2	840	1,680
Do.....	2				2	720	1,440
Do.....	1				1	600	600
Messenger.....	2				2	480	960
Do.....	2				2	420	840
Laborer.....	1				1	450	450
					23		19,570

Grade.	Re- signed.	Dis- charged.	Died.	Total.	Rate of pay per annum.	Aggre- gate amount of salary for one year.
Office of Publication of Records of the Re- bellion:						
Class 1.....	1			1	\$1,200	\$1,200
Copyholder.....		1		1	900	900
				2		2,100

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Statement showing the vacancies which occurred from any cause in each of the Bureaus and offices of War Department during the fiscal year 1891, etc.—Continued.

RECAPITULATION.

Office.	Total vacancies, fiscal year ending June 30, 1891.	Aggregate amount of salaries for one year.
Secretary of War.....	9	\$11,300
Record and Pension Division.....	72	80,600
Adjutant-General.....	12	15,000
Inspector-General.....	1	1,600
Judge-advocate-General.....	2	1,920
Quartermaster-General.....	5	7,400
Commissary-General.....	4	4,200
Surgeon-General.....	12	13,180
Paymaster-General.....	1	1,600
Chief of Engineers.....	4	4,380
Chief of Ordnance.....	2	2,400
Chief Signal Officer.....	24	19,570
Publication of Records of the Rebellion.....	2	2,100
	150	165,250

Statement showing the vacancies which occurred from any cause in each of the Bureaus and offices of the War Department for the first ten months of the current fiscal year in each of the several grades of the classified civil service and in the positions of messengers and assistant messengers and laborers, the whole number of such vacancies, and the aggregate amount of their salaries for the period of one year.

Grade.	Re-signed.	Discharged.	Died.	Total.	Rate of pay per annum.	Aggregate amount of salary for one year.
Office of the Secretary of War:						
Class 1.....	1			1	\$1,200	\$1,200
Foreman of laborers.....	1			1	1,000	1,000
Class \$1,000.....	1			1	1,000	1,000
Laborer.....		1		1	660	660
				4		2,860
Office of the Record and Pension Division:						
Class 2.....	1			1	1,400	1,400
Class 1.....	17	2	5	24	1,200	28,800
Class \$1,000.....	14	2	1	17	1,000	17,000
Copyist.....	3	1		4	900	3,600
Assistant messenger.....		1		1	720	720
Laborer.....	1	1		2	660	1,320
				49		38,940

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 199

Statement showing the vacancies which occurred from any cause in each of the Bureaus and offices of War Department, etc.—Continued.

Grade.	Re-signed.	Discharged.	Died.	Dropped at end of probationary term.	Total.	Rate of pay per annum.	Aggregate amount of salary for one year.
Office of the Adjutant-General:							
Class 1	3		1		4	\$1,200	\$4,800
Class \$1,000				2	2	1,000	2,000
					6		6,800
Office of the Quartermaster-General:							
Class 4			1		1	1,800	1,800
Assistant draftsman	1				1	1,200	1,200
Assistant messenger			1		1	720	720
					4		3,720
Office of the Commissary General:							
Class 2			1		1	1,400	1,400
Office of the Surgeon-General:							
Class 3			1		1	1,600	1,600
Class 1	1				1	1,200	1,200
Class \$1,000	1				1	1,000	1,000
Fireman	1				1	720	720
Laborer		1			1	660	660
					3		5,180

Grade.	Re-signed.	Discharged.	Died.	Transfer.	Total.	Rate of pay per annum.	Aggregate amount of salary for one year.
Office of the Chief of Engineers:							
Class \$1,000	2			1	3	\$1,000	\$3,000
Messenger	1				1	840	840
Laborer				1	1	660	660
					5		4,500
Office of the Chief of Ordnance:							
Class 1	1				1	1,200	1,200
Office of Publication of Records of the Rebellion:							
Copyholder	1				1	900	900

RECAPITULATION.

Office.	Total vacancies for first ten months of current fiscal year.	Aggregate amount of salaries for one year.
Secretary of War	4	\$3,860
Record and Pension Division	49	38,940
Adjutant-General	6	6,800
Quartermaster-General	3	3,720
Commissary-General	1	1,400
Surgeon-General	5	5,180
Chief of Engineers	5	4,500
Chief of Ordnance	1	1,200
Publication of Records of the Rebellion	1	900
Total	75	66,500

200 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS.

Statement showing vacancies now existing in each of the Bureaus and offices of the War Department in the several grades of the classified civil service, and in the positions of messengers, assistant messengers, and laborers, the whole number of such vacancies, and what would be the aggregate amount of their salaries for the period of one year.

Office.	Grade.	Num-ber.	Aggre- gate amount of sala- ries for one year.
Record and Pension Division	Class 2	2	\$2,800
Do	Class 1	6	7,200
Do	Class \$1,000	6	6,000
Adjutant-General	Class 2	1	1,400
Quartermaster-General	Class 4	1	1,800
Surgeon-General	Class 2	2	2,800
Publication of Records of the Rebellion	Copyholder	1	900
		19	22,900

Statement showing amount of money turned into the Treasury by the War Department at the expiration of the fiscal year ending June 30, 1891, from lapsed salaries accruing from vacancies by resignation, death, discharge, etc., and delay in making appointments of the additional clerks and copyists authorized by special act approved August 29, 1890, for the Record and Pension Division, occasioned by the time necessarily occupied in procuring a suitable building, putting the same in proper condition, and providing furniture for the new force.

Office.	Amount.
Secretary of War	\$3,409.61
Record and Pension Division	33,532.85
Adjutant-General	2,131.78
Inspector-General	438.38
Judge Advocate-General	240.53
Quartermaster-General	1,272.06
Commissary-General	945.64
Surgeon-General	1,630.57
Paymaster-General	79.10
Chief of Engineers	335.79
Chief of Ordnance	39.03
Chief Signal Officer	2,114.02
Publication of Records of the Rebellion	1,990.51
	48,165.87

Statement showing the amount of money accruing from lapsed salaries from vacancies by resignation, death, discharge, etc., in the War Department for the first ten months of the present fiscal year.

Office.	Amount.
Secretary of War	\$1,815.95
Record and Pension Division	8,756.70
Adjutant-General	579.55
Inspector-General	8.57
Judge Advocate-General	16.85
Postmaster-General	2,072.72
Commissary-General	84.78
Surgeon-General	919.38
Paymaster-General	35.94
Chief of Engineers	100.02
Chief of Ordnance	137.49
Chief Signal Officer	5.30
Publications of Records of the Rebellion	372.45
	14,914.68

VACANCIES DEPARTMENT OF JUSTICE.

WASHINGTON, D. C., *May 14, 1892.*

SIR: Your letter of the 13th instant, in which you ask for information under three heads, is received.

Your questions are as follows:

"1. The vacancies which occurred, from any cause, in your Department in Washington during the fiscal year 1891, in each of the several grades of the classified civil service, and in the positions of messengers and assistant messengers and laborers, the whole number of such vacancies, and the aggregate amount of their salaries for the period of one year.

"2. The same information for the first ten months of the current fiscal year.

"3. The vacancies now existing in your Department in the several grades of the classified civil service and in the positions of messengers, assistant messengers, and laborers, the whole number of such vacancies, and the aggregate (probable) amount of their salaries for the period of one year."

Answering the first question, I beg to say: On July 1, 1890, Congress by law provided for three additional stenographers in this Department at \$1,600 each; on July 15, 1890, these positions were filled by promotions in the classified service; on July 15 one of the vacancies caused by such promotions was filled by a promotion; on July 17 another was filled by promotion, and on August 11 the third place was filled by a new clerk selected under the civil-service law.

On July 18 one of the two vacancies caused by the above promotions was filled by a promotion, and on August 25 the other was filled by appointment of a clerk certified by the Civil Service Commission. On October 8 the last of the vacancies caused by these promotions was filled by a clerk selected through the civil service. By the same act (July 1, 1890) provision was made for an additional assistant messenger and laborer, who were appointed, respectively, August 13 and September 2. On August 31 a laborer resigned and his place was filled October 4. The aggregate of the salaries of all the clerks in the classified service, together with all messengers, assistant messengers, and laborers, including the office of the Solicitor of the Treasury, for the year is \$61,960.

Answering the second question: A vacancy which occurred in class 2, at \$1,400 per annum, on August 8, 1891, was filled by promotion from class 1 on August 9, 1891, and the vacancy occasioned by this promotion was likewise filled by a promotion from the class of copyist at \$900 per annum on August 9, 1891, and the vacancy thus occasioned in the grade of copyist was filled by a certification from the civil service on October 1, 1891. A vacancy which occurred in the class of copyist on December 10, 1891, was filled by a transfer from the Post-Office Department on January 5, 1892. A vacancy which occurred in the class of assistant messenger at \$720, occurring on September 13, 1891, was filled on October 15, 1891, by promotion from the class of watchman. A vacancy which occurred on December 10, 1891, in the class of laborer at \$660 was filled on December 14, 1891, by appointment.

Replying to your third question, I beg to say that there is one vacancy of a clerkship of class 2 in the office of the Solicitor of the Treasury, caused by the resignation of the Solicitor's private secretary on March 17, 1892. There are no vacancies in the position of messenger, assistant messenger, or laborer in the Department. The aggregate of the salaries of the clerks in the classified service, together with the messengers, assistant messengers, and laborers, including the office of the Solicitor of the Treasury, for the fiscal year 1892 is \$61,960, the same as for the year 1891, there being no provision made for additional service in the classes stated for the present fiscal year.

Respectfully,

W. H. H. MILLER,
Attorney-General.

Hon. W. S. HOLMAN,
Chairman Committee on Appropriations, House of Representatives.

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VACANCIES TREASURY DEPARTMENT.

OFFICE OF THE SECRETARY,
Washington, D. C., May 19, 1892.

SIR: In compliance with the request contained in your letter of the 13th instant, I have the honor to transmit herewith statements as follows:

- No. 1.—List of vacancies which occurred during the fiscal year ending June 30, 1891, in each of the Bureaus of this Department, in both the classified and unclassified grades, with the aggregate amount of the salaries thereof for a period of one year;
No. 2.—A similar statement for the first ten months of the current fiscal year; and
No. 3.—A list of all vacancies existing on the 16th instant, in the various Bureaus or offices of this Department.

In making up the forgoing statements, the changes in the general force of the Bureau of Engraving and Printing and the Supervising Architect's Office were not included, for the reason that the force in the two Bureaus named is not specifically provided for by law, but is paid from what is commonly called "lump appropriations." In such cases reductions in the force do not produce vacancies which are recorded as such, but new offices are created when additional service is necessary.

In the lists transmitted, only those offices or Bureaus in which the force of employes is specifically appropriated for is included.

It should also be stated that in nearly all cases of vacancies they have been and will be filled upon the result of examinations under departmental regulations, or by appointments under certification of the Civil Service Commission.

In cases of vacancies in the unclassified service, they have been filled for the reason that the exigencies of the service required such action for the proper conduct of the public business.

Respectfully yours,

CHARLES FOSTER,
Secretary.

Hon. W. S. HOLMAN,
Chairman Committee on Appropriations, House of Representatives.

No. 1.—*Vacancies which occurred from July 1, 1890, to June 30, 1891, with aggregate amount of salaries thereof for one year.*

Secretary's Office:

1 clerk to Secretary	\$2,400
3 private secretaries to Assistant Secretaries, at \$1,800 each	5,400
<hr/> 4 Aggregate for one year	<hr/> 7,800
<hr/>	<hr/>

Secretary's Office, office of chief clerk and superintendent:

1 clerk	1,000
2 lieutenants of watch	900
16 watchmen, at \$720 each	11,520
1 skilled laborer	840
4 laborers, at \$660 each	2,640
2 firemen, at \$720 each	1,440
3 firemen, at \$660 each	1,980
2 laborers, at \$500 each	1,000
<hr/> 30 Aggregate for one year	<hr/> 21,320
<hr/>	<hr/>

Division of appointments:

1 chief of division	2,750
1 assistant messenger	720
<hr/> 2 Aggregate for one year	<hr/> 3,420
<hr/>	<hr/>

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 203

Division of customs :	
1 chief of division	\$2, 750
1 assistant chief of division	2, 000
1 clerk	1, 000
1 assistant messenger	720
<u>4</u> Aggregate for one year	<u>6, 470</u>
Division of loans and currency :	
3 paper counters and laborers, \$620 each	1, 860
<u>3</u> Aggregate for one year	<u>1, 860</u>
Division of stationery, etc.:	
1 clerk	900
<u>1</u> Aggregate for one year	<u>900</u>
Division of mail and files :	
1 laborer	600
<u>1</u> Aggregate for one year	<u>600</u>
Miscellaneous division :	
1 Clerk class 2	1, 400
<u>1</u> Aggregate for one year	<u>1, 400</u>
Special agents' division :	
1 clerk	900
<u>1</u> Aggregate for one year	<u>900</u>
First Auditor's Office :	
1 clerk class 3, at \$1,600	1, 600
2 clerks class 2, at \$1,400 each	2, 800
2 clerks class 1, at \$1,200 each	2, 400
<u>5</u> Aggregate for one year	<u>6, 800</u>
Second Auditor's Office :	
1 chief of division	2, 000
1 disbursing clerk	2, 000
5 clerks class 2, at \$1,400 each	7, 000
7 clerks class 1, at \$1,200 each	8, 400
1 clerk	1, 000
1 clerk class 4	1, 800
8 laborers, at \$660 each	5, 280
2 laborers, at \$480 each	960
1 laborer	240
<u>27</u> Aggregate for one year	<u>28, 680</u>
Third Auditor's Office :	
2 clerks class 2, at \$1,400 each	2, 800
4 clerks class 1, at \$1,200 each	4, 800
<u>6</u> Aggregate for one year	<u>7, 600</u>
Fourth Auditor's Office :	
1 clerk class 2	1, 400
3 assistant messengers, at \$720 each	2, 160
<u>4</u> Aggregate for one year	<u>3, 560</u>

204 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS.

Fifth Auditor's Office:

1 chief of division	\$2,000
1 clerk class 2	1,400
<u>2</u> Aggregate for one year	<u>3,400</u>

Sixth Auditor's Office:

1 chief of division	2,000
2 clerks class 4, at \$1,800 each	3,600
5 clerks class 3, at \$1,600 each	8,000
5 clerks class 2, at \$1,400 each	7,000
2 clerks class 1, at \$1,200 each	2,400
8 clerks, at \$1,000 each	8,000
1 clerk, at \$900	900
2 money-order assorters, at \$840 each	1,680
1 money-order assorter	720
1 messenger	840
8 laborers, at \$660 each	5,280
1 charwoman	240
<u>37</u> Aggregate for one year	<u>40,660</u>

Office of Comptroller of Currency:

1 teller	2,000
3 clerks, at \$900 each	2,700
1 assistant messenger	720
<u>5</u> Aggregate for one year	<u>5,420</u>

Office of Internal Revenue:

1 stamp agent at New York	1,600
2 clerks class 2, \$1,400 each	2,800
2 clerks class 1, \$1,200 each	2,400
1 clerk, \$900	900
1 messenger	840
4 assistant messengers, \$720 each	2,880
1 laborer	660
<u>12</u> Aggregate for one year	<u>12,080</u>

Office of Life-Saving Service:

1 principal clerk and accountant	2,000
2 clerks, \$1,000 each	2,000
1 clerk, \$900	900
<u>4</u> Aggregate for one year	<u>4,900</u>

Office of the Register:

1 clerk class 4	1,800
1 clerk class 3	1,600
2 copyists, \$900 each	1,800
1 assistant messenger	720
1 laborer	660
<u>6</u> Aggregate for one year	<u>6,580</u>

Office of the Treasurer:

2 clerks class 4, at \$1,800 each	3,600
2 clerks, at \$900 each	1,800
1 assistant messenger	720
1 separator	660
3 laborers, at \$660 each	1,980
1 laborer	240
<u>10</u> Aggregate for one year	<u>9,000</u>

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 205

Bureau of Navigation :	
1 clerk	8800
<u>1</u> Aggregate for one year	<u>900</u>
First Comptroller's Office :	
1 chief of division	2, 100
2 clerks, at \$900 each	1, 800
<u>3</u> Aggregate for one year	<u>3, 900</u>
Second Comptroller's Office :	
1 laborer	660
<u>1</u> Aggregate for one year	<u>660</u>
Office of Commissioner of Customs :	
1 clerk class 4, at \$1,800	1, 800
<u>1</u> Aggregate for one year	<u>1, 800</u>
Mint Bureau :	
1 clerk class 2	1, 400
2 clerks class 1, at \$1,200 each	2, 400
<u>3</u> Aggregate for one year	<u>3, 800</u>
Bureau of Statistics :	
1 copyist	720
<u>1</u> Aggregate for one year	<u>720</u>
Supervising Architect's Office :	
1 Supervising Architect	4, 500
<u>1</u> Aggregate for one year	<u>4, 500</u>
Office of Light-House Board :	
1 draftsman	1, 200
1 laborer	660
<u>2</u> Aggregate for one year	<u>1, 860</u>
Coast Survey :	
1 substitute assistant	1, 600
1 copperplate printer	1, 250
1 accountant	1, 200
1 clerk	1, 200
1 copperplate printer	1, 330
1 copperplate printer	1, 000
1 writer	900
1 plate-printer's helper	700
<u>8</u> Aggregate for one year	<u>9, 180</u>

RECAPITULATION.

Aggregate amount for one year, as shown by foregoing sheets.

4 Secretary's Office	\$7, 800
30 Superintendent and chief clerk's office	21, 320
2 Division of appointments	3, 470
4 Divisions of customs	6, 470
3 Division of loans and currency	1, 860
1 Division of stationery, etc	900
1 Division of mail and files	600
1 Miscellaneous division	1, 400

206 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS.

1	Special agents' division.....	\$900
5	First Auditor's Office.....	6,800
27	Second Auditor's Office.....	28,680
6	Third Auditor's Office.....	7,600
4	Fourth Auditor's Office.....	3,560
2	Fifth Auditor's Office.....	3,400
37	Sixth Auditor's Office.....	40,660
5	Office of Comptroller of Currency.....	5,420
12	Office of Internal Revenue.....	12,080
4	Office of Life-Saving Service.....	4,900
6	Office of the Register.....	6,580
10	Office of the Treasurer.....	9,000
1	Bureau of Navigation.....	900
3	First Comptroller's Office.....	3,900
1	Second Comptroller's Office.....	660
1	Office of Commissioner of Customs.....	1,800
3	Mint Bureau.....	3,800
1	Bureau of Statistics.....	720
1	Office of Supervising Architect.....	4,500
2	Office of Light-House Board.....	1,860
8	Office of Coast and Geodetic Survey.....	9,180
186	Total.....	200,720

No. 2.—*Vacancies which occurred from July 1, 1891, to April 30, 1892, with aggregate amount of salary thereof for one year.*

Secretary's Office:

4	private secretaries to Assistant Secretaries, at \$1,800 each.....	\$7,200
4	Aggregate for one year.....	7,200

Office of chief clerk and superintendent:

1	chief clerk.....	3,000
2	cabinetmakers, at \$1,000 each.....	2,000
1	cabinetmaker.....	720
21	watchmen, at \$720 each.....	15,120
1	assistant messenger.....	720
5	laborers, at \$660 each.....	3,300
3	laborers, at \$500 each.....	1,500
2	laborers, at \$480 each.....	960
36	Aggregate for one year.....	27,320

Division of appointments:

1	chief of division.....	2,750
1	laborer.....	660
2	Aggregate for one year.....	3,410

Miscellaneous division:

2	assistant messengers at \$720 each.....	1,440
2	Aggregate for one year.....	1,440

Division of loans and currency:

4	paper counters and laborers, at \$620 each.....	2,480
1	laborer.....	660
5	Aggregate for one year.....	3,140

Division of mail and files:

1	clerk class 2.....	1,400
1	clerk.....	900
1	assistant messenger.....	720
3	Aggregate for one year.....	3,020

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 207

Division of customs:	
1 assistant messenger	8720
1 Aggregate for one year	720
First Auditor's Office:	
1 clerk class 3	1,600
1 clerk class 2	1,400
2 Aggregate for one year	3,000
Second Auditor's Office:	
1 chief of division	2,000
4 clerks class 2, \$1,400 each	5,600
1 clerk class 3	1,600
5 clerks class 1, \$1,200 each	6,000
1 clerk, Soldiers' Home roll	840
1 messenger	840
1 assistant messenger	720
6 laborers, repairing rolls, \$660 each	3,960
1 laborer	240
2 laborers, \$660 each	1,320
23 Aggregate for one year	23,120
Third Auditor's Office:	
5 clerks class 2, \$1,400 each	7,000
3 clerks class 1, \$1,200 each	3,600
1 clerk	90
3 laborers, at \$660 each	1,980
12 Aggregate for one year	13,480
Fourth Auditor's Office:	
1 assistant messenger	720
1 laborer	660
2 Aggregate for one year	1,380
Sixth Auditor's Office:	
1 clerk class 3	1,600
1 clerk class 2	1,400
3 clerks class 1, \$1,200 each	3,600
2 clerks, \$1,000 each	2,000
1 money-order assorter, \$840	840
2 money-order assorters, \$720 each	1,440
2 assistant messengers, \$720 each	1,440
1 laborer	660
2 female laborers, \$660 each	1,320
1 charwoman	240
16 Aggregate for one year	14,540
Treasurer's Office, National Bank Redemption Agency:	
2 clerks class 1, \$1,200 each	2,400
2 clerks, \$900 each	1,800
4 Aggregate for one year	4,200
Treasurer's Office:	
1 clerk class 2	1,400
1 clerk	900
1 messenger	840
2 assistant messengers, \$720 each	1,440
1 separator	660
1 laborer	240
7 Aggregate for one year	5,480

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First Comptroller's Office :	
3 clerks class 2, \$1,400 each.....	\$4,200
1 laborer	660
4 Aggregate for one year.....	4,860
Second Comptroller's Office :	
2 clerks (Soldiers' Home roll), \$660 each.....	1,320
2 laborers, \$660 each.....	1,320
4 Aggregate for one year.....	2,640
Office of Comptroller of Currency :	
1 clerk class 4.....	1,800
1 clerk class 2.....	1,400
1 clerk class 1.....	1,200
2 assistant messengers, \$720 each.....	1,440
5 Aggregate for one year.....	5,840
Register's Office :	
1 assistant register.....	2,250
1 chief of division.....	2,000
1 clerk class 4.....	1,800
1 clerk class 3.....	1,600
1 copyist.....	900
1 clerk class 1.....	1,200
6 Aggregate for one year.....	9,750
Office of Internal Revenue :	
1 microscopist.....	2,500
1 clerk class 4.....	1,800
1 clerk class 2.....	1,400
3 clerks, \$900 each.....	2,700
2 laborers, \$660 each.....	1,320
1 assistant messenger.....	720
9 Aggregate for one year.....	10,440
Bureau of Navigation :	
1 Commissioner.....	3,600
2 clerks at \$900 each.....	1,800
3 Aggregate for one year.....	5,400
Bureau of Statistics :	
1 clerk class 1.....	1,200
1 Aggregate for one year.....	1,200
Office of Light-House Board :	
1 clerk.....	900
2 laborers, \$600 each.....	1,200
3 Aggregate for one year.....	2,100
Office of Commissioner of Customs :	
1 clerk class 3.....	1,600
2 clerks class 1, \$1,200 each.....	2,400
3 Aggregate for one year.....	4,000
Coast and Geodetic Survey :	
1 assistant.....	3,000
1 draftsman.....	900
1 draftsman.....	1,000
1 computer.....	1,000

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 209

Coast and Geodetic Survey—Continued.

1 computer.....	\$900
3 writers, \$720 each.....	2,160
1 writer.....	700
1 janitor.....	1,200
2 messengers, \$700 each.....	1,400
12 Aggregate for one year.....	12,260

Fifth Auditor's Office:

1 chief of division.....	2,000
1 clerk.....	900
2 Aggregate for one year.....	2,900

RECAPITULATION.

4 Secretary's Office.....	\$7,200
36 Chief clerk's office.....	27,320
2 Division of appointments.....	3,410
2 Miscellaneous division.....	1,440
5 Division of loans and currency.....	3,140
3 Division of mail and files.....	3,020
1 Division of customs.....	720
2 First Auditor's Office.....	3,000
23 Second Auditor's Office.....	23,120
12 Third Auditor's Office.....	13,480
2 Fourth Auditor's Office.....	1,380
16 Sixth Auditor's Office.....	14,540
4 Treasurer's Office, National Bank Redemption Agency.....	4,200
7 Treasurer's Office.....	5,480
4 First Comptroller's Office.....	4,860
4 Second Comptroller's Office.....	2,640
5 Comptroller of Currency.....	5,840
6 Register's Office.....	9,750
9 Office of Internal Revenue.....	10,440
3 Navigation Bureau.....	5,400
1 Bureau of Statistics.....	1,200
3 Light-House Board.....	2,100
3 Office of Commissioner of Customs.....	4,000
12 Coast Survey.....	12,260
2 Fifth Auditor's Office.....	2,900
171 Total.....	172,840

No. 3.—Vacancies now existing (May 16, 1892).

Secretary's Office:	
1 chief, Revenue Marine division.....	\$2,500
First Auditor's Office:	
1 clerk class 3.....	1,600
1 clerk class 2.....	1,400
Third Auditor's Office:	
1 clerk.....	1,000
Office of Internal Revenue:	
1 clerk class 4.....	1,800
1 clerk.....	1,000
1 clerk.....	900
Office of Comptroller of Currency:	
1 clerk.....	900
Bureau of Navigation:	
1 clerk.....	900
Treasurer's Office, National Bank Redemption Agency:	
2 clerks, at \$900 each.....	1,800
Coast and Geodetic Survey:	
1 computer.....	1,000
1 computer.....	900
1 draftsman.....	900
Total (14).....	16,600
14 AP	

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D. C., May 23, 1892.

SIR: I have the honor to acknowledge receipt of your communication of the 13th instant, requesting that this Department furnish to the Committee on Appropriations of the House of Representatives, at the earliest possible moment, a statement showing:

First, the vacancies which occurred from any cause in each of the bureaus and offices in this Department in Washington during the fiscal year 1891 in each of the several grades of the classified civil service, and in the positions of messengers and assistant messengers and laborers, the whole number of such vacancies, and the aggregate amount of their salaries for the period of one year.

Second, the same information for the first ten months of the current fiscal year.

Third, the vacancies now existing in each of the bureaus and offices in this Department in the several grades of the classified service, and in the positions of messengers, assistant messengers, and laborers, the whole number of such vacancies, and what would be the aggregate amount of their salaries for the period of one year.

Complying with your request contained in your communication, I have the honor herewith to make the following statement:

During the fiscal year ending July 30, 1891, the following vacancies occurred, with the amount of salary unexpended in each case:

	Yearly salary.	Unexpended balance on account of vacancy.
1 clerk	\$840.00	\$71.50
1 clerk class 3	1,600.00	300.00
Do.....	840.00	283.00
Do.....	720.00	248.53
1 botanical clerk.....	900.00	144.29
1 clerk class 2.....	1,400.00	68.44
1 clerk class 2.....	1,200.00	94.55
1 additional assistant in the division of microscopy, class E.....	1,000.00	334.20
1 clerk class 2.....	1,400.00	173.77
1 clerk class D.....	900.00	276.34
1 clerk class 2.....	1,400.00	115.40
Do.....	1,400.00	60.87
1 clerk class E.....	1,000.00	48.91
1 clerk class 1.....	1,200.00	98.90
1 clerk class 4.....	1,800.00	98.04
1 clerk class 1.....	*1,200.00	754.30
1 chief folder.....	1,000.00	133.11
1 folder.....	600.00	203.81
1 copyist.....	600.00	98.06
1 clerk class C.....	840.00	187.16
1 clerk class 3.....	1,600.00	1,102.20
1 clerk class 3.....	*1,600.00	353.52
1 private secretary to the Assistant Secretary of Agriculture.....	1,600.00	229.49
1 clerk class 1.....	1,200.00	172.20
1 clerk class E.....	1,000.00	250.00
1 clerk class 1.....	1,200.00	102.20
Total	30,100.00	5,998.38

* This appropriation was for an assistant artist in the Division of Illustrations, and was only used for that portion of the fiscal year when it became necessary for such service.

† This vacancy existed on account of the death of the stationery clerk, and the labor was performed by the other employés of the division and by detailed labor until a competent person could be selected to take the position.

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For the first ten months of the current fiscal year, the following vacancies and unexpended balances appear from the records in the disbursing office:

	Yearly salary.	Unexpended balance on account of vacancy.
1 clerk, class C	\$340.00	\$289.85
Do.	840.00	71.50
1 clerk, class 3.	1,600.00	300.00
1 clerk.	840.00	283.00
Do.	720.00	248.53
Do.	900.00	144.29
Do.	1,400.00	68.44
Do.	2,200.00	94.55
1 clerk, class E	1,000.00	334.00
Total	9,340.00	1,834.16

I have the honor to further state, that of the sum of \$15,000 appropriated for carpenters, painters, laborers, messengers, and charwomen for the fiscal year ending June 30, 1891, an unexpended balance was covered into the Treasury of \$1,290.03. This sum of \$15,000 was appropriated as a lump sum, and only such number of people employed as the efficiency of the service imperatively demanded. A number of the appointees on this roll were employed for portions of the year only, and aside from the temporary laborers employed, no vacancies existed on this roll.

There are at this time no vacancies existing in the Department in any of the positions in the classified service, or in any of the positions of messengers, assistant messengers, or laborers. In this connection, it may be well to state that the system of substitution has not prevailed in this Department, and that where temporary vacancies have occurred, it has been the aim of the Department to perform the duties of the position made vacant by the remainder of the force until such time as a certification could be had from the Civil Service Commission. In a great many of the places enumerated herein the clerks were required to possess certain scientific and technical knowledge, and frequently difficulty was experienced and delay occasioned in securing suitable persons to fill these vacancies.

Very respectfully,

J. M. RUSK,
Secretary.

Hon. WILLIAM S. HOLMAN,
Chairman Committee on Appropriations, House of Representatives.

OFFICE OF THE POSTMASTER-GENERAL,
Washington, D. C., May 21, 1892.

SIR: In compliance with your request of the 13th instant, I have the honor to transmit herewith a statement, showing—

First. The vacancies which occurred from any cause, in each of the bureaus and offices of this Department, during the fiscal year ending June 30, 1891, in each of the grades of the classified service, and in the positions of messengers, assistant messengers, and laborers; the whole number of such vacancies, and the aggregate amount of their salaries for the period of one year.

Second. The same information for the first ten months of the current fiscal year.

Third. The vacancies now existing in each of the bureaus and offices of this Department in the several grades of the classified service, and in the positions of messengers, assistant messengers, and laborers; the whole number of such vacancies, and what would be the aggregate amount of their salaries for the period of one year.

That there may be no misapprehension as to the significance of these statements, I beg to add that, ordinarily, vacancies continue for but a few days; usually they are filled as quickly as possible; those now existing will shortly be filled, yet the salary of every place if vacant for less than a week is in this statement put down at the full annual rate, as requested in your letter.

Very respectfully,

JOHN WANAMAKER,
Postmaster-General.

Hon. WILLIAM S. HOLMAN,
Chairman Committee on Appropriations, House of Representatives.

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Vacancies which occurred in the Post-Office Department during the fiscal year 1891, showing the number, bureau where employed, grade, and aggregate amount of salary for one year.

Number of vacancies.	Bureau where employed.	Grade.	Amount of salary.
1	Postmaster-General	Third class	\$1,600
2	First Assistant Postmaster-General	Fourth class	3,600
2	do	Third class	3,200
2	do	First class	2,400
2	do	Class E	2,000
1	do	Class B	720
2	do	Assistant messengers	1,440
1	do	Laborer	660
1	Second Assistant Postmaster-General	Third class	1,600
2	do	Class E	2,000
5	do	Class D	4,500
1	do	Assistant messenger	720
2	Third Assistant Postmaster-General	Third class	3,200
1	do	Second class	1,400
3	do	First class	3,600
1	do	Class E	1,000
1	Dead-Letter Office	First class	1,200
2	do	Class E	2,000
4	do	Class D	3,600
2	Money-Order Office	Class E	2,000
2	do	Laborers	1,320
1	Mail Depredations	Class E	1,000
1	Topographer	First class	1,200
1	do	Assistant messenger	720
1	Disbursing Clerk and Superintendent	Assistant engineer	1,000
2	do	Laborers	1,320
46	Total		49,000

Vacancies which occurred in the Post-Office Department during the first ten months of the current fiscal year, showing the number, the Bureau where employed, grade, and aggregate amount of salary for one year.

No. of vacancies.	Bureau where employed.	Grade.	Amount of salary.
1	Postmaster-General	Class E	\$1,000
1	First Assistant Postmaster-General	Third class	1,600
2	do	First class	2,400
3	do	Class E	3,000
1	Second Assistant Postmaster-General	Third class	1,600
2	do	First class	2,400
1	do	Class D	900
1	Third Assistant Postmaster-General	Second class	1,400
1	do	First class	1,200
1	do	Class E	1,000
1	do	Class D	900
3	Dead Letter Office	do	2,700
1	do	Female laborer	480
2	Money Order Office	Class E	2,000
1	Mail Depredations	Third class	1,600
1	do	Class E	1,000
1	Topographer	First class	1,200
2	Disbursing Clerk and Superintendent	Laborers	1,320
26	Total		27,700

Vacancies now existing in each of the bureaus of this Department, showing the aggregate amount of salary for one year.

No. of vacancies.	Bureau where employed.	Grade.	Amount of salary.
1	Second Assistant Postmaster-General	Second class	\$1,400
1	do	Class E	1,000
1	Dead Letter Office	Second class	1,400
2	do	First class	2,400
4	do	Class B	2,880
1	Topographer	Class D	900
10	Total		9,980

DEPARTMENT OF STATE,
Washington, May 24, 1892.

SIR: In reply to your letter of the 13th instant, in which you ask what vacancies occurred in each of the several grades of the force of this Department for the fiscal year ending June 30, 1891, and for the first ten months of the present fiscal year, and the aggregate amount of the salaries arising from such vacancies, I have the honor to state that there have been no vacancies among the corps of messengers, assistant messengers, and laborers.

In the classified clerical service there have necessarily occurred a few temporary vacancies, occasioned by promotion and the delays incident to filling the vacant clerkships with persons properly qualified under the civil-service law and otherwise available for the specific work of this Department. These vacancies for 1891 were never more, at any one time, than three in the grade of \$1,000 clerks and one in the grade of \$900 clerks. At present but one vacancy exists, i. e., a \$1,000 vacancy.

The aggregate amount of salary occasioned by vacancies in 1891 was \$3,574.20, and for the first ten months of the present fiscal year is \$1,636.70.

I am, sir, your obedient servant,

WILLIAM F. WHARTON,
Acting Secretary.

Hon. W. S. HOLMAN,
House of Representatives.

DEPARTMENT OF THE INTERIOR,
Washington, May 14, 1892.

DEAR SIR: I transmit herewith a report of the business transacted by the board of pension appeals, this Department, for the last four years, and which was asked for by the committee yesterday morning.

Very truly yours,

CYRUS BUSSEY,
Assistant Secretary.

Hon. WM. S. HOLMAN,
Chairman of Committee on Appropriations, House of Representatives.

ORIGINAL APPEALS.

Statement showing disposition of pension claims from October 1, 1891, to May 1, 1892.

Month.	Appeals pending on the first of the month.	Appeals filed during the month.	Total.	Action of the Pension Office sustained.	Action of the Pension Office reversed.	Reconsidered by the Pension Office pending appeal.	Appeals dismissed.	Total appeals disposed of.
1891.								
October.....	4,860	395	5,255	334	39	15	22	410
November.....	4,845	345	5,190	333	31	10	16	390
December.....	4,800	333	5,133	316	31	29	13	389
1892.								
January.....	4,744	409	5,153	269	40	50	16	375
February.....	4,773	291	5,069	302	23	22	18	365
March.....	4,704	360	5,064	410	32	35	21	496
April.....	4,566	308	4,874	302	38	20	12	372
May.....	4,502							
Total.....		2,441		2,266	234	181	118	2,799

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MOTIONS FOR RECONSIDERATION.

Statement showing disposition of motions for reconsideration from October 1, 1891, to May 1, 1892.

Month.	Motions for reconsideration pending on the first of the month.	Motions for reconsideration filed during the month.	Total.	Motions for reconsideration overruled.	Motions for reconsideration sustained.	Reconsidered and allowed by the Commissioner of Pensions.	Motions for reconsideration dismissed.	Total motions for reconsideration disposed of.	Letters referred to the Commissioner of Pensions.	Letters sent.
1891.										
October.....	266	5	271	12	4			16	909	524
November.....	255	10	265	17				17	781	561
December.....	248	20	268	14	1			15	857	600
1892.										
January.....	253	16	269	36	3	1	1	41	920	675
February.....	228	10	238	16	1	1	1	19	726	465
March.....	219	28	247	29	3		2	34	1,140	615
April.....	213	22	235	31	5	1		37	915	565
May.....	198									
Total.....		111		155	17	3	4	179	6,242	3,995

FEE APPEALS.

Statement showing disposition of appeals relating to attorneyship and fees from October 1, 1891, to May 1, 1892.

Month.	Fee appeals pending on the first day of the month.	Fee appeals filed during the month.	Total.	Action of the Pension Office sustained.	Action of the Pension Office reversed.	Reconsidered by the Pension Office pending appeal.	Fee appeals dismissed.	Total fee appeals disposed of during the month.
1891.								
October.....	95	38	133	37	5	13	1	56
November.....	77	53	130	7		15		22
December.....	108	38	146	47	8	17	3	75
1892.								
January.....	71	57	128	29	7	10	5	51
February.....	77	50	127	32	9	13	4	58
March.....	69	46	115	38	6	19	3	66
April.....	49	62	111	23	6	16	1	46
May.....	65							
Total.....		344		213	41	103	17	374

RECAPITULATION.

ORIGINAL APPEALS.

Appeals pending October 1, 1891.....	4,860
Appeals filed from October 1, 1891, to May 1, 1892.....	2,441
Total.....	7,301
Appeals wherein Pension Office was sustained.....	2,266
Appeals wherein Pension Office was reversed.....	234
Appeals reconsidered by Pension Office pending appeal.....	181
Appeals dismissed.....	118
Total.....	2,799
Appeals pending May 1, 1892.....	4,502

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MOTIONS FOR RECONSIDERATION.

Motions for reconsideration pending October 1, 1891.....	286	
Motions for reconsideration filed from October 1, 1891, to May 1, 1892.....	111	
Total		377
Motions for reconsideration overruled.....	155	
Motions for reconsideration sustained.....	17	
Motions for reconsideration allowed by the Pension Office.....	3	
Motions for reconsideration dismissed.....	4	
Total		179
Motions for reconsideration pending May 1, 1892		198

FEE APPEALS.

Fee appeals pending October 1, 1891	95	
Fee appeals filed from October 1, 1891, to May 1, 1892	344	
Total		439
Fee appeals wherein Pension Office was sustained	213	
Fee appeals wherein Pension Office was reversed	41	
Fee appeals reconsidered by Pension Office pending appeal	103	
Fee appeals dismissed	17	
Total		374
Fee appeals pending May 1, 1892.....		65
Total number of cases pending May 1, 1892.....		4,765

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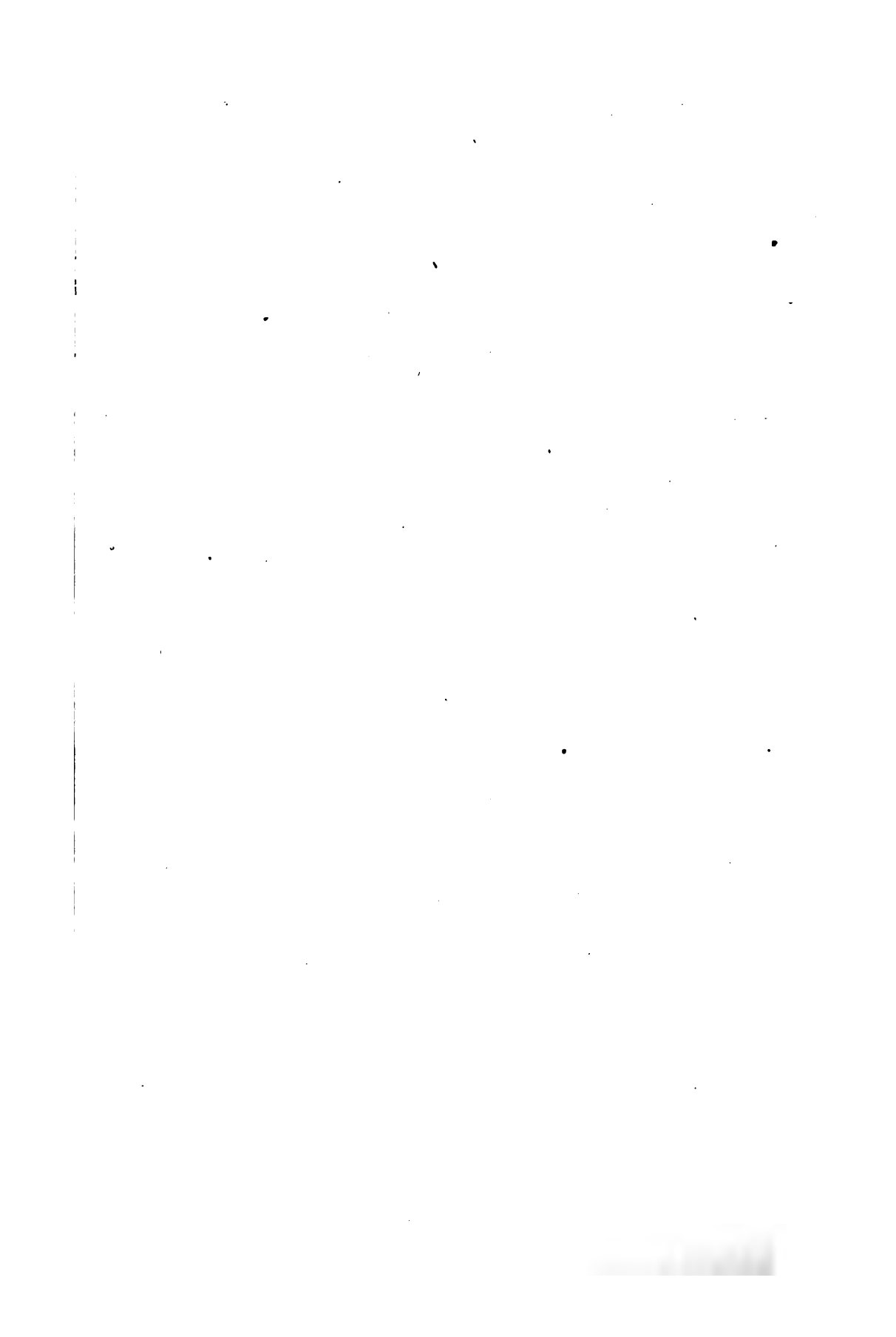
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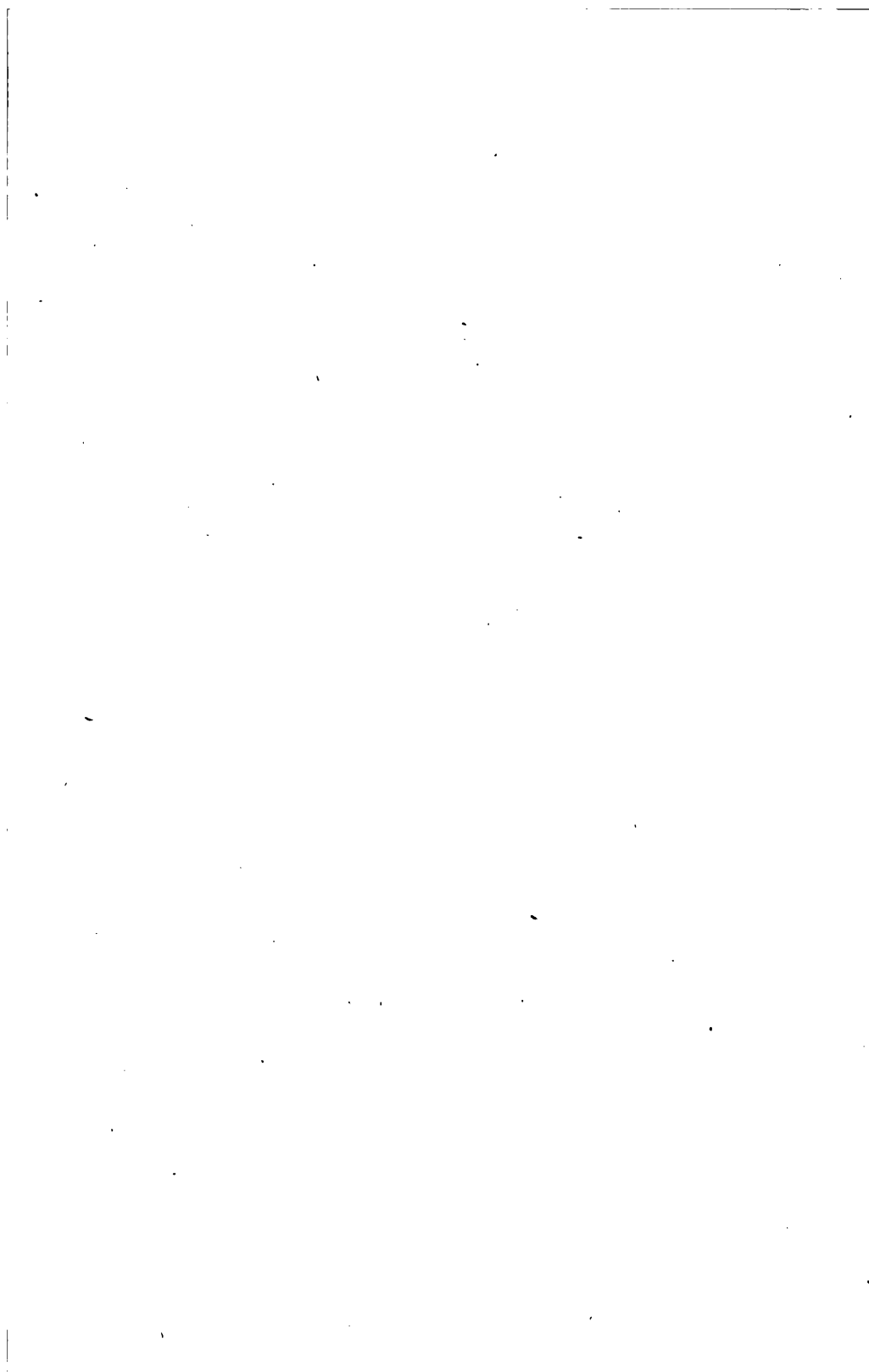
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